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ABSTRACT

This two-part document is a report on a pilot course in public administration training. Part I details the background and development of public service training needs and facilities in the Commonwealth Caribbean. The objectives of the pilot course and the structure and methodology of the program are outlined and a general evaluation of the course and recommendations for short-term and long-term follow-up activities are included. Part II is a compilation of a selection of papers presented by guest speakers and faculty members on a wide range of topics on the subject of training and the Caribbean environment. An appendix describes guidelines for training courses which were developed by the program participants. (SHM)

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Report on a pilot course

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Department of Economic and Social Affairs

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Report on a pilot course

St. Augustine, Trinidad, 10 August - 18 September 1970

UNITED NATIONS
New York, 1972

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INTRODUCTION

In a world in constant evolution, public administration has become a necessary instrument of change. To smooth, accelerate and steer the course of progress, public administration must itself undergo a continuous progressive transformation. This, however, is not possible without endowing the administrative system with the necessary mechanisms of adaptation. Such is the primary role of central personnel agencies and organization and methods units. It is also the role of training, which has the added responsibility of changing not only systems, but people; not only laws and regulations or organizational patterns, but the attitudes, behaviour and working habits of men and women.

A moving force itself, training has undergone major transformations during the last few years. The structure, methodology and content of training activities have been the subject of scrutiny with a view to enhancing their suitability to meet contemporary needs. Increasingly, the training of trainers - the systematic reconsideration by trainers of their craft - has become necessary for its continued effectiveness.

To answer this need, the Public Administration Division of the Department of Economic and Social Affairs, United Nations Secretariat, has launched an interregional project on the training of trainers. The project began with a Pilot Training Officers' Development Course in the English-speaking Caribbean. For technical reasons related to the experimental character of this course, participation in it was limited to countries of a single geographical area. The choice of the area reflected a current preoccupation with the problems of small States. Primarily, however, it was made in response to repeated expressions of interest in a course of this nature from training institutions of the "Commonwealth Caribbean", notably, the University of the West Indies. The Commonwealth Caribbean is defined as the Caribbean States that are members of the British Commonwealth.

During the past decade, great advances have been made in training in the Commonwealth Caribbean. With the assistance of regional agencies, training has gradually spread from the larger, independent and more populous States, to the smaller ones.

The scarcity of training resources, however, has hindered development on anything like the required scale. For similar reasons, training has not, to this date, been accorded its proper place in the total personnel function, nor has it been allowed to play a major role as a development strategy.

In view of this situation, the Pilot Training Officers' Development Course was designed to extend the scope and to improve the quality and relevance of training in the countries represented. The results of the course, in terms of tested programmes, methods, techniques, materials and the like can, however, be expected to serve the needs of the other areas and will be reinvested in similar activities to be organized in the near future.

The course was jointly sponsored by the Public Administration Division of the Department of Economic and Social Affairs of the United Nations Secretariat, the Economic Commission for Latin America (ECLA) and the University of the West Indies.

Several ideas and inputs from different sources, including the university, regional institutions and Governments, contributed to making the venture a success. This aspect of the course is strongly reflected in the body of the report.

The report, prepared by the course core faculty and the Public Administration Division, is divided into three chapters. Chapter I is a discussion of current training needs and the state of training facilities in the Commonwealth Caribbean. Mention is made of the problems which trainers face, including constraints on their action. Chapter I also provides background information of the organization of the course.

Chapter II deals with the objectives of the pilot course and the structure and methodology of the programme. It is hoped that readers who have a professional interest in training in general and the training of trainers in particular will find this information helpful.

Chapter III contains a general evaluation of the course and includes recommendations for short-term and long-term follow-up activities. These recommendations deserve, in the view of the authors, the careful consideration of the Governments of the area. They reflect the consensus reached by senior public officers from nearly every State in the Commonwealth Caribbean on crucial current problems of personnel development and training in the region. The consensus also is expressed clearly in the papers and summaries of course papers presented in this report.

The recommendations include the establishment of a centre to promote regional co-operation in the development, storage and dissemination of training materials of various types, and in making resources available to support national training programmes in the area.

In response to requests by participants and others concerned with training in the area, a wide selection of papers presented by guest speakers and faculty members are included in part II. They cover a wide range of topics on the subject of training and the Caribbean environment. They represent the views of the respective authors and are not necessarily those of their Governments or of the United Nations.

An important beginning has been made; a great deal more can be achieved through appropriate follow-up action.

Part one

COURSE REPORT

I. THE DEVELOPMENT OF PUBLIC ADMINISTRATION TRAINING IN THE CARIBBEAN

A. Background

For the Commonwealth Caribbean the decade of the 1960s has been a period of unprecedented constitutional change and political advancement, culminating in the transition of four former colonial Territories to full statehood and of eight others to full internal self-government or statehood in association with the United Kingdom of Great Britain and Northern Ireland.

In each instance the political and constitutional changes were accompanied by changes in the organization, role and functions of the particular bureaucracies. Comparatively simple and highly centralized colonial administrative machinery administered by expatriate colonial officials was replaced by the sophisticated and complex system of the Westminister-Whitehall model of government and administration under a political executive manned by indigenous political and administrative elites.

This recently adopted Westminister-Whitehall model is characterized by the delineation of autonomous specialized areas of administration under the control of politically appointed ministers; a cadre of permanent administrative officials (viz. the permanent secretaries) who perform the twin functions of advising ministers and administering departments of state; a corps of technical and professional officials distributed throughout departments according to their specializations; and supportive grades of administrative clerical and secretarial staff.

Among the problems created as a result of these changes by far the most important has been an urgent need to develop an indigenous cadre of top-grade administrative officials with the requisite competence to manage the newly created departments of government. Under the colonial régime, relatively few local public officials entered the administrative echelons and even those who attained these positions found that their experience and administrative styles as senior colonial administrative officials were often irrelevant to the orientation of newly independent States. On the withdrawal of the expatriate administrative staff, indigenous officials, hitherto restricted to routine clerical and other supportive roles, were hastily elevated to senior administrative positions for which they were often unprepared by either experience or training.

Another closely related aspect of the transition, which tended to aggravate the staffing situation, was the policy followed throughout the region of staffing the public services with indigenous personnel. It was understood that officials thus placed in positions of responsibility would be sent abroad for training as the opportunity arose. However, the difficulty of releasing officials at senior levels, particularly in the smaller Territories, and the high incidental local cost for temporary replacement constituted serious limitations to the full utilization of this method of training.

The transition took place in a milieu of demographic expansion and rising expectations of higher standards of living throughout the region. Government, in this context, was perceived as the initiator of a new way of life and, therefore, called upon to undertake an increasingly wider range of services and regulatory functions. The immediate effect of this change was and continues to be an increasing complexity in the internal operation of the administrative system, the creation of new departments and other public agencies, and growth of the civil service.

The new constitutional status has also modified relationships between each of the young Commonwealth Caribbean States, on the one hand, and the international community, on the other. The obvious implication has been a need to develop within the administration new types of skills and expertise in order to cope adequately with the qualitatively new demands of a complex international environment.

An aspect of this new orientation of the Commonwealth Caribbean States towards the outside is the pattern of relationships currently being established, at the regional level, between the States themselves. Marked particularly by the establishment of a free trade area in 1968 for the entire region and of a Common Market for the Leeward and Windward groups of the Eastern Caribbean States, the movement towards regional co-operation at present under way extends to several fields, including development financing, shipping and meteorology.

The advent of regional co-operation has rendered it imperative for participating States to provide suitably trained personnel to staff the newly established regional agencies. More important still, it has made it necessary in some cases to restructure or enlarge existing departments in order to cope with the new dimension of national activities resulting from the emerging regionalism. Developments have also taken place in the private sector that have an important bearing on government organization and the civil service in the Caribbean States.

As a result of generous policies of developmental incentives and a consequent measured amount of success in industrial expansion, this sector has been increasingly intensifying its demand for managerial and top executive skills. Expansion in the private sector, taken together with the expansion of activities in the public sector already noted, has therefore further stimulated the demand for trained manpower throughout the region. Consequently, the regional demand for trained manpower has been steadily rising in both qualitative and quantitative terms. For the first time, the private and public sectors are in direct competition with each other for scarce managerial and other relevant expertise. The situation is made more acute by the fact that the skills and expertise required by both sectors are highly transferable and salable overseas.

It is therefore against this configuration of rapid constitutional changes - of growing social pressures for accelerated economic and social development and the intensification of intraregional and international activities - that the emergent training needs in the several public services of the region must be considered.

B. Development of public administration training in the region

Formal approaches to civil service training in public administration in the English-speaking Caribbean date back to the early post-war period. These approaches were closely associated with measures undertaken by the metropolitan Government to prepare for the transfer of power. These early training efforts consisted exclusively of courses for local officials, specially arranged through the former Colonial Office in the United Kingdom, notably at the universities of Oxford, Cambridge and London. The programme of training offered at these institutions was conducted under the designation of Devonshire courses and later known as overseas courses. The absence of training facilities in public administration within the region, at that time, made this relatively costly form of training an unavoidable recourse for Governments of Caribbean States in their attempt to satisfy a patently urgent need.

Useful as these courses undoubtedly were over the years, they failed appreciably to reduce the numbers of untrained public officials who operated in important positions. In the early days, moreover, the Devonshire courses were open only to a limited category of local officials who possessed the requisite seniority and eligibility for long periods of leave overseas. As a consequence of this requirement, many of the earlier beneficiaries of this training programme were older civil servants who have since retired from active service. Limitations in the number of places made available, the high incidental local costs and the disruptions in the service that occurred as a result of sending many senior officials abroad at the same time all served to reinforce the view that overseas training should properly be seen as supplementary to local training at either the regional or the State level.

In 1956, the then University College of the West Indies introduced a modest scheme of regional training in the administrative sciences for middle-management personnel of the public and private sectors. The courses were of short duration - two months - and were held annually during the summer vacation. An average of about 30 participants, drawn from several States in the region, attended each.

In 1960, the University of the West Indies expanded its training activities in public administration to include a diploma course which lasted a full academic year. Requirements for admission to this course were previous professional or technical training, a university degree or, in the case of non-graduates, considerable administrative experience. As a deliberate policy, the University has developed the diploma programme with the needs and problems of the regional bureaucracies in mind. However, for a variety of reasons, the annual enrolment of students has been low in relation to manpower needs.

Those needs are most acute in the smaller Eastern Caribbean States, which also have experienced considerable difficulties in making effective use of the diploma programme. To meet this situation, the University of the West Indies in 1965 introduced an Eastern Caribbean Public Administration Programme through its Department of Government. This programme operates at two levels. At the local level, two tutors in public administration have been appointed to develop and conduct in-service courses for the lower and middle grades of the civil service. The tutors reside in the region and work with local officials responsible for personnel and training matters in their respective territories. At the regional level, the tutors, in collaboration this time with other university personnel and international agencies operating in the region, periodically organize and conduct

regional seminars for top management and middle management officials in fields of specialization such as land valuation, income tax administration and personnel management.

The innovative feature of the programme is its attempt to combine the co-ordination of programme design, content and teaching methodology at a regional level with programme execution individually by States. As a pioneering project it must be judged according to its success in laying a foundation on which future regional training efforts can be developed at the State and regional levels.

Of the States not included in the Eastern Caribbean Programme, Jamaica, Guyana and Trinidad and Tobago have established their own in-service training facilities. British Honduras and the Bahamas have probably not made sufficient considerable progress in this direction yet. Barbados, although included in the Eastern Caribbean Programme, has already created facilities comparable to those of the other more developed States of the region. Such institution-building in Guyana, Jamaica and Trinidad and Tobago has received technical assistance from the United Nations, chiefly in the form of experts' missions carried out during the 1960s.

In a comparison of the larger States and the smaller Eastern Caribbean Territories, two points need to be emphasized. The first concerns the development and use of training officials. In the more advanced States (Barbados, Guyana, Jamaica and Trinidad and Tobago), the in-service training function is carried out by officers engaged in the organization and conduct of in-service training on a full-time basis. In addition, such officers administer the programmes of scholarships and bursaries for training overseas financed by foreign States and international agencies. In the Eastern Caribbean, by contrast, the training function has so far been defined somewhat narrowly to mean primarily the processing of application forms and relevant documentation received from civil servants or other candidates in response to offers of fellowships for study in foreign countries. This difference between the two categories of States accounts for the different roles of their respective training officers. In the case of the more advanced States, these officers have received some special preparation for their functions. In the smaller Territories of the Eastern Caribbean by contrast, training officers have seldom had the benefit of such preparation.

On the operational side, different States display varying degrees of interrelatedness between the agencies primarily responsible for in-service training functions. For the Eastern Caribbean, it can be said that university programmes provide a general framework for such activities and for linkages between the several States in this field with beneficial results in the use of scarce resources, the standardization of courses and the distribution of course materials. In the other States, by contrast, training divisions operate very much in isolation. In some of the larger States, in fact, existing training agencies are not required to co-ordinate their activities, with a resulting duplication of functions and wasteful competition in the use of scarce resources. Some efforts have been made in recent years to remedy this situation.

C. Some views on current needs

The acceleration of the process of upgrading the quality of national manpower resources has become a crucial factor in strategies for development. This is widely recognized in the Commonwealth Caribbean. So far it may be argued that the approach of Governments to the solution of this problem has generally consisted of attempts to blend a limited use of locally conducted in-service training activities with considerable reliance on external training financed either from budgetary provisions or by foreign and international technical assistance programmes. Understandably, for States with limited resources, offers of travel, bursaries or fellowships have become an important - perhaps indispensable - component of training policy. It is interesting to note, in this connexion, a shift in the traditional reliance on one country (the United Kingdom) as an increasing number of fellowship-holders are sent to other parts of the world, notably to North America.

There can be little doubt that training overseas still holds and, in the years to come, will continue to occupy an important place in the total training effort in the countries of the Commonwealth Caribbean. It is still true that training in a number of specialized subject areas is available only at metropolitan centres outside the region.

As a result, however, of the pioneering efforts of Commonwealth Caribbean regional institutions and Governments alike, supported by bilateral and multilateral sources, the view is gaining prominence that a considerable amount of useful and effective training in various aspects of public administration can be undertaken more economically within the region, provided that essential preconditions are carefully examined and systematically established at both the regional and State or territorial levels.

Some attempts to identify these preconditions have already been made. In February 1965, the University of the West Indies convened a conference in Barbados for the purpose of discussing the most effective manner of implementing the programme of in-service training for the Caribbean. The meeting was attended by senior officials responsible for staff matters in the public services of Eastern Caribbean Territories and of Barbados. One important result which emerged from the Barbados conference was the recommendation that each Territory should appoint a training officer. This recommendation has since been implemented in most of the States which were represented at the conference. However, as already pointed out, these officers in most cases have virtually been confined to the administration as distinct from the actual conduct of training activities. This situation, perhaps more than any other factor, constitutes a formidable barrier to the effectiveness and progress of the University's programme. Major constraints on the accelerated development of civil service training persist in the majority of the States. They could be summarized as follows:

(a) The shortage of training officers fully competent in the field of training methodology and administration;

(b) The absence or inadequacy of facilities, that is to say, of training centres and equipment for conducting training courses;

(c) The absence of training materials with a distinctly local bias for use in locally conceived and executed courses of in-service training;

(d) Inadequate recognition of the important place of training in the total personnel function and of the major role which training directors and training officers should play both in personnel development and the formulation of personnel policies;

(e) Lack of appropriate linkages between the training and personnel functions in the public sector, on the one hand, and over-all economic and social development planning, on the other;

(f) The absence, as an aspect of the strategy for manpower development, of a wider regional approach which supports, supplements and co-ordinates local efforts.

In recent years it has increasingly been recognized that these constraints cannot be fully overcome without a growing measure of regional co-operation. An awareness of this need was very much present in the Pilot Training Officers' Development Course.

D. The organization of the project

Training at all levels has come to be regarded as one of the principal tools of general personnel policy. Conscious of its importance to developing countries especially, and in pursuance of the objectives of General Assembly resolution 2561 (XXIV) and the recommendations embodied in the report of the Meeting of Experts held in January 1967, the Public Administration Division of the United Nations Secretariat undertook the implementation of an interregional project whose main goal would be to increase the effectiveness of training, partly through the development of training skills and programmes and partly through the improvement of the institutional framework and personnel policy context of public service training.

The objectives of the project were specified as follows:

(a) To foster the expansion and improvement of in-service training in developing countries through the training of trainers;

(b) To develop new approaches, techniques and methods for the training of trainers, including methods of instruction and planning, organizing, conducting training activities and evaluating courses of in-service training and their follow-up;

(c) To design and to conduct research in personnel policies related to training and in the performance of agencies entrusted with the tasks of formulating and implementing such policies;

(d) To improve the effectiveness of substantive support for regional, subregional and country technical co-operation projects involving the training of trainers.

The Pilot Training Officers' Development Course for countries of the Commonwealth Caribbean constitutes the initial phase of this project. The idea of mounting this demonstration programme originated partly in the paramount concern felt by the Public Administration Division regarding the need to promote a new approach to training and development and partly in a proposal of the Department of Government of the University of the West Indies.

In December 1969, the Public Administration Division recruited an expert on the training of trainers for advice on the development of a final plan, including the design, curriculum and schedule of the pilot training course. The expert's report, submitted in January 1970 and entitled "Prospectus for an interregional project on training trainers", furnished the essential framework and source of information for the course.

In late 1970, the expert was asked by the Division to carry out a preparatory mission in the Caribbean, with the twofold purpose of conferring with members of Governments and senior civil servants about the training needs of their respective countries, and discussing and assisting in the selection of potential participants. He also conferred extensively with the Director of the Economic Commission for Latin America office in the Caribbean and leading representatives of the University of the West Indies on the entire course programme.

The University offered to provide hosting facilities on its St. Augustine campus in Trinidad. Facilities included board and accommodation for course participants as well as air-conditioned facilities for the training. The University further agreed to extend other support and amenities, notably secretarial and messengerial staffs as well as audio-visual and duplicating equipment. It also agreed to contribute the expert services of two tutors in public administration.

Official invitations to Governments were issued in April, through the offices of the regional and resident representatives of the United Nations Development Programme in the area. In spite of some delays in the submission of candidates, the process of selection was completed in time - in several cases - to enable the director of the course to visit future participants en route to Trinidad.

The course was designed for senior civil servants holding or expected to assume major responsibilities in the field of training. For technical reasons related to the course's experimental nature, participation was limited to countries of a single geographical area, but the results of the course, in terms of tested programmes, methods, techniques, materials etc., can be expected to serve the needs of other areas and will be reinvested in similar activities which may be organized in the future.

The structure of the programme was based on a twofold approach. First, it was intended to sensitize participants to the impact of a changing socio-economic environment on the administrative system. It was also intended to expose them to as wide a range as possible of ideas regarding training concepts, methods, skills, techniques, aids and equipment.

The achievement of these twin objectives required knowledge of the local situation, especially regarding the status of training activities in relation to the administrative system and its socio-economic environment, knowledge of management theory and of the learning process, experience in the use of training techniques and aids, a thorough understanding of human relations skills and, finally, an ability to conceptualize, design and implement action research and training.

The course was organized by the Division and co-sponsored by the Economic Commission for Latin America (ECLA) and the University of the West Indies. Its success as an experiment depended on the skilful co-ordination of diverse contributions from four distinct elements: United Nations staff and specialist consultants; members of the teaching staff of the University of the West Indies; guest speakers from the area drawn from the civil service of Trinidad and Tobago, regional institutions - such as the Caribbean Free Trade Association (CARIFTA) - and from the private sector, and participants. The participants were drawn from 13 countries. Of a total of 24, 6 came from Trinidad, 4 from Jamaica, and 2 each from Antigua, Barbados and Guyana. The Bahamas, British Honduras, the British Virgin Islands, Grenada, Montserrat, St. Kitts-Nevis-Anguilla, St. Lucia and St. Vincent each sent one representative.

What follows should be read as an account of a collective effort and of a shared experience to which each of those elements made a distinct contribution.

II. COURSE OBJECTIVES, STRUCTURES AND METHODS

A. Objectives

The over-all objective of the course was to provide the Commonwealth Caribbean with a cadre of competent training officers fully capable of providing leadership within their respective governments in developing the human resources necessary for achieving the goals of national development.

Expressed in terms of more specific objectives, the course was designed to develop in each participant the outlook, knowledge and skills required for:

(a) Working effectively as a change agent, for the purpose of total organizational development;

(b) Perceiving the contribution of public service training to national development and especially its linkage with manpower development and utilization;

(c) Accurately assessing training needs and requirements;

(d) Determining training objectives which lead to the achievement of organizational goals;

(e) Designing training programmes (in-service and overseas, on the job and in the classroom) which lead to the achievement of training objectives;

(f) Conducting training activities using a wide range of relevant training methods with skills and effectiveness;

(g) Being aware and making effective use of current learning theory;

(h) Utilizing the concepts and methods of action research and action training;

(i) Training managers and administrators to employ interpersonal and group skills in their day-to-day work;

(j) Evaluating training activities.

However, course objectives are better explained in terms of six benefits or outcomes expected to accrue to the individual participant as a result of his or her successful exposure to this training experience.

Expected Outcome 1: Participants were expected to appreciably increase their knowledge of administrative management and its linkage with the process of national development. They would also be able to develop theoretical models for modern training and activities in the areas of management, administrative processes, and organizational structure.

Expected Outcome 2: Participants would further demonstrate a thorough knowledge and understanding of action training and research theory, and the ability to conceptualize, design and implement action training and research activities that further the goals of organizational development.

Expected Outcome 3: Participants would know how to: (a) determine training needs; (b) develop behavioural training objectives designed to meet such needs; (c) construct models and develop strategies for training policies and training plans; (d) design training programmes utilizing action methods within appropriate and realistic time and resource constraints.

Expected Outcome 4: Participants would have gained sufficient familiarity and skill in action-oriented training methods in order to be able to use such methods effectively by the end of the training period.

Expected Outcome 5: Participants would know how to develop and use audio-visual and other training aids which enhance learning in fields for which they are responsible.

Expected Outcome 6: Participants would show improvement in the use of interpersonal skills.

Thus, a major expected outcome of the course was that each of the participants would enhance his capacity as a training administrator, as a training consultant and as a direct trainer. Beyond this, it was expected that training officers who completed the course would be able (with some outside consultation and assistance) to organize a training of trainers programme in their own territory or area and thus help develop greatly needed training skills in the Commonwealth Caribbean.

B. Themes

Three major themes running through this entire six-week course were those of individualization, regionalization, and action training and research.

On the one hand, each of the 24 participants and each of the 13 countries participating was regarded and treated as an individual. A great deal of time was devoted in each primary group to improving the individual training skills and the training programmes prepared by each of the participants for their respective countries (pre-course assignment B). In conjunction with this and at other times during the course, focus was placed upon the status of training in each country: whether, for instance, planning and policies for training were linked with over-all planning for development, and the significance of the role and operation of each participant as training officer in his respective country.

Each individual participant also made a video-taped five-minute presentation on a training subject and then, as a member of a team, led a one-hour discussion on the topic, utilizing a variety of training methods. The participants were also involved in various interviewing listening and role-playing situations, which were video-taped, played back, analysed and critiqued in order to improve the performance of each individual participant.

Individualization was of special importance, as some participants, especially from the small countries, needed extensive help as they prepared themselves to embark de novo on setting up training units and programmes. Other participants - especially from the big four territories of Barbados, Guyana, Jamaica and Trinidad - were interested in receiving help in revitalizing and expanding the scope of their training programmes in order to respond to the needs of rapid development and change in their societies. All in all, it appeared that this emphasis upon individualization was received enthusiastically and that it served to build confidence as much as knowledge and skills.

On the other hand, the theme of regionalization was also deemed as being of special importance and was emphasized accordingly. Leaders in government and representatives of regional organizations and universities in the area gave expression to this theme underscoring the fact that participants came from 13 different countries, all with a common heritage and administrative background but, equally, with many problems and environmental situations in common. The need for co-operation on training activities in the Commonwealth Caribbean was viewed, accordingly, by the participants as very important because most of the territories were too small in scale to support and engage in all types of training programmes by themselves. Throughout the course, stress was placed on possibilities for regional sharing and co-operation in such areas as the collection, storage and dissemination of information, research on training plans and programmes, the development of training materials and training aids with a West Indian bias, the training of senior administrators and training in such special areas of mutual interest as hotel administration, customs administration and the like.

The results of the discussions in this area were most auspicious, in the opinion of the course faculty, in that the participants took steps, through a steering committee, to found a regional association of training officers and also agreed to request their respective Governments to make representations to the United Nations for help in setting up a regional research, information and training centre.

Coupled with the above two themes of individualization and regionalization was the all-important theme of action training and research. An apparently successful attempt was made to give the participants a vision of training as an active strategy for change that would better enable each country to achieve its major national goals and development plans. The focus here was both on the action research required to identify and test solutions to major governmental and societal problems and on the subsequent action training that would provide appropriate personnel with the specialized knowledges, skills and attitudes needed in order to implement a new plan of a significant developmental nature. Participants were exposed to these concepts and methods of action training and research both in pre-course assignments and in syndicate work during the course itself. An evaluation of results indicates that in the future it would be advisable to orient the participants to this new approach earlier in the course and to make it the first or second syndicate assignment rather than the last.

C. Course structure and method

In order to achieve the objectives and give concrete expression to the themes mentioned above, the course was structured around four major elements or building blocks; pre-course assignments, primary training groups, syndicates and plenary assembly sessions.

Ancillary elements of some significance were field trips, pre-course and post-course tests, participants' diaries, course evaluation by participants, films, hospitality and social events, public information and organized publicity.

It should be noted that the course actually began not on 10 August 1970 in Trinidad, but several weeks earlier in the home territory of each participant. At that time each was asked to complete extensive pre-course assignments, which included the collection of basic data on the status of training in his or her territory and the design of a training programme for his area. A fuller discussion of this element of the course will follow in subsequent pages. Through the pre-course assignments, primary groups, syndicates and assembly sessions, an attempt was made to cover the following six major subject areas:

1. Administrative management and the development process

Formal management and supervision (planning, organizing, directing, controlling); work simplification; personnel management; leadership; organizational communication; motivation and the development process.

2. Action training and research

Motivation and climate for action research; problem identification; problem diagnosis; action hypothesis formulation; action plan and implementation, and evaluation.

3. Training programme development, implementation and evaluation

Organization and planning for training; determining training needs; designing training programmes; selecting training resources; conducting training programmes, and evaluation of training.

4. Training methods

On the job training (understudy, assistant to, rotation); role-playing and games (simulating real life); laboratory (sensitivity) training for personal and organizational development; cases and incidents (sampling real life); problem-solving and exploratory conferences; other conference methods: (problem census, panels, buzz groups, task forces, brainstorming, individualized training tutoring, coaching, counselling etc.); seminars and syndicates; the lecture; programmed instruction and tutor texts, and field trips and assignments.

5. Audio-visual and other training aids

Films; slides; video-tapes; tape recordings; projectors (Film, Opaque, Slide, Overhead etc.); recorders (tape, video-tape); charts; diagrams; cartoons; flash cards; easels; chalk boards; books; articles; exercises; simulations; programmed instruction material; objective/subjective tests; check-off lists and lesson plans.

6. Human relations skills

Interpersonal dynamics (emphasis on listening, speaking); group dynamics and behaviour; organizational dynamics and behaviour; intercultural dynamics and behaviour.

The course was largely unstructured. Within the general framework determined by the objectives which had been set, the course content comprising the major subject areas outlined above, the limits of six weeks and an exacting schedule of morning, afternoon and evening sessions, maximum room was left for the adaptation of the programme to the participants' own interests and requirements as they developed. The over-all approach was one of learning by doing. Participants were trained to engage in action research by actually designing and carrying out projects (syndicate assignment C); they learned about designing and implementing training programmes by actually preparing one for their individual countries (pre-course assignment B), and then had their product critiqued in the primary groups by the faculty and their fellow participants. They were induced to improve their interpersonal skills through "learning to listen" sessions, "learning to communicate congruently" exercises, in-depth analysis of the proceedings of group discussions and team-building training. Finally, they were given opportunities to actually experiment with several training methods by studying and applying specific training techniques, and by appraising at the same time their adequacy for the attainment of given training objectives. Throughout the course, extensive use was made of tape recorders and video-tape equipment in order that participants could test their own performance and receive feedback from faculty and colleagues.

The stress was clearly placed on participative forms of training while theoretical inputs were made by the United Nations staff and University of the West Indies tutors. Their role, for the most part, was to assist participants to discover for themselves. Only in the assembly session (two hours per day for the first four weeks of the course) did the participants listen to formal lectures on the Caribbean environment and its implications for training.

D. Course schedule

Because of the residential character of the course, it was possible to design it as a very intensive experience, with the schedule including two morning sessions, an afternoon session and evening sessions three nights per week. Saturdays and Sundays were free. A typical daily schedule was as follows:

8:30 - 10:15 a.m.	Primary groups
10:15 - 10:30 a.m.	Coffee break
10:30 - 12:15 a.m.	Assembly session
12:15 - 2:00 p.m.	Lunch and rest
2.00 - 4:00 p.m.	Syndicates
7:30 - 9:30 p.m.	Primary groups (Monday, Tuesday, Thursday)

Despite some initial grumbling about evening sessions (which, in effect, were in lieu of the usual Saturday morning work in the Caribbean Governments), this daily schedule was well received on the whole by participants. Because of the heavy workload of syndicate work, participants did spend occasional time on weekends preparing course work. The need for flexibility in the course schedule was not overlooked. For instance, the participants were, at their request, given a Wednesday off for shopping during the fifth week. They worked on Saturday instead.

Following the pre-course action assignments the rhythm of the course called for the participants to work together daily in primary groups of 12 persons each, in a plenary assembly session and then in small syndicate research groups of three to six persons each whose membership cut across both primary groups.

E. Pre-course assignments

The pre-course assignments were viewed not as something separate but rather as an integral part of the training design. It was felt that the accomplishment of these advance assignments would make the work of the course more meaningful and would enable the participants and their Governments to derive the greatest benefit from the course.

Consequently, four to five weeks before the course started, nearly all the participants received workbooks, delivered personally by the course director while en route through the Caribbean to Trinidad. These workbooks provided not only essential course information, but asked the participants to accomplish the four pre-course assignments listed below.

1. Preparation of a "country" paper concerned with training needs, activities, and prospects in the participant's own country. Subheadings under which these documents were written, included:

   (a) The 10 most important developments foreseen as likely to occur during the 1970s in the participant's country (technological, economic, social, political, cultural etc.);

   (b) The possible relationship of training activities to these expected developments;

   (c) The 10 most pressing needs of public service training in the participant's country;

   (d) The current training and development effort in the participant's country (enumeration of training activities, expenditures, personnel, other statistics etc.);

   (e) Interviews with three key Government officials (for example, premier, minister of planning and development, minister of finance, head of the civil service, chairman of the civil service commission).

2. Development of a prospective training programme for implementation in the participant's own country, designed to meet a pressing training need.

3. Reading of publications sent in advance from the United Nations.

4. Development of basic information on a proposed new Government policy or programme that would be amenable to action training and research.

This pre-course work required the participants to orient themselves to programme goals and major needs within the environments of their countries. The assignments required innovative thinking as well as the collection of useful data. While it was

recognized that the completion of these advance assignments placed a burden on the participants, it did turn out that the work was accepted as interesting and significant. Where more than one participant came from a given country, work on the country paper was shared.

There were four general benefits from these pre-course assignments. First, the collection, analysis and presentation of the information was in itself a learning experience. For instance, the participant from the Bahamas, who was new on her job, stated that it required her to delve into the problems of her country and its development in order to be able to form a picture of its training needs in a very short span of time.

Secondly, the acquisition of basic data in these subject areas enhanced the design and conduct of the action training and research programmes.

Thirdly, the sharing among all participants of this information developed in the pre-course activities created a pool of knowledge about the region. This was generally considered as one of the most worth-while benefits of the course. Each officer not only learned more about his or her country and how training can be integrated into national development planning, but also gained possession of similar data about 12 other countries. About a third of the country papers were completed during the course.

Fourthly, consulting with key Government decision-makers on the subject of training programmes in relation to the national development activities enabled the participants to establish valuable contacts for the future.

In final assessment it could be safely asserted that the pre-course assignments made an outstanding contribution to the course. Although only half of the participants had completed pre-course assignment B (individual country training programme) before arrival, all 24 had completed this assignment by the end of the course. In addition, they had the benefit of constructive criticism by their colleagues and an opportunity to refine and improve their individual training programmes. Induction training, supervisory training, top management training and the training of trainers represented some of the areas in which individual country programmes were developed.

Because of time pressures, only a small proportion of the advance reading in pre-course assignment C could be completed before the start of the course.

Pre-course assignment D, the action research project, was completed by only two participants. This deficit, however, was partially made good by the fact that all the participants had the opportunity to engage in action research work during the latter half of the course while accomplishing syndicate research assignment C. In retrospect, it would have been advisable to have requested that the assignment be submitted in outline form only, in order to lighten the already heavy advance workload.

For any future course of this type it would be recommended that the pre-course action assignments be given to the candidates at least two months before the beginning of the course, possibly on the occasion of a visit by the course director or consultant. Only such timely planning and preparation will make possible the collection of basic training and development data which constitutes the foundation upon which the course is built.

F. Primary training groups

The primary training group was the main training vehicle of the course. Two such small groups were formed, each with 12 participants and two faculty members. These small groups engaged in training activities expressly intended to identify and meet the individual needs of each participant and his territory. The faculty for each of the two primary training groups consisted of one United Nations consultant and one tutor in public administration from the University of the West Indies. This meant that in each group there was a faculty team composed of one "outside" person with world-wide background and knowledge of modern approaches to training and one "inside" person knowledgeable about the region and its people. This blend of training staff is strongly recommended for similar activities in other areas.

Primary training groups met daily for two hours in the morning and three evenings each week. They were designed to serve as the main reference groups for the participants and did develop cohesive working teams through using various sensitivity training methods. In these groups, the participants discussed learning theory and the problems of organizing and conducting training; they practised the whole range of training methods and gave and received feedback on their performance in order to improve personal training skills.

Video-tape equipment was used extensively in both primary training groups with the valuable co-operation with the University of the West Indies Institute of Education, which provided an audio-visual consultant for this purpose. In this manner, each participant had the opportunity of making a five-minute video-taped presentation on a training subject and then of seeing the tape played back for analysis and improvement. Participants also interviewed each other while involved in learning-to-listen sessions, and these were recorded and played back on cassette tape recorders. Indeed it should be noted that several participants received, on this occasion, instruction in the use of tape recorders and purchased equipment for use in their own countries. The video-tape was also used as a training device while participants worked together in small groups and later paused to analyse the factors influencing their group behaviour and dynamics.

Primary groups provided a milieu for discussing such major subject areas as the evaluation of training needs, the determination of training objectives, the development of training policies, planning for training and learning theory. Each participant had to lead or help lead a session on one of these topics. Immediately following each conference there was an exhaustive three-pronged critique focused on the presentation, methods used and the group process. Throughout, emphasis was placed on building not just knowledge, but confidence especially crucial for the half of the participants who were new to training.

Much primary group time was also devoted to analysis in depth of the prospectuses for various types of training programmes developed in the framework of syndicate activities (assignment A). The leadership of these sessions was passed from participant to participant, thus giving all practice in both group leadership and membership functions. Participants also gained direct experience in the use of subgroups in training to expand participation and intensify problem analysis when it became necessary to divide the primary groups into two subgroups of six each for several sessions. Only with this design was it possible to spend two hours

per participant in a help-giving and help-receiving exercise based on an examination of the individual training programmes developed by participants for use in their own countries. An even wider use of such smaller subgroups is urged as a means of providing for the particular needs of the more timid or less experienced participants who may require special encouragement in order to "come out".

It should be emphasized in this connexion that membership of groups was not determined either by arbitrary choice of the course director or on a random basis. Instead it was decided by the two University of the West Indies tutors in public administration on the basis of criteria which had been specified by the participants themselves (for example, experience, training responsibility, geographical area, sex etc.). It is felt that this approach could be extended even further to enable participants to decide not only the criteria but the actual primary group assignments. This might produce even more compatible and valuable primary training groups.

In assessment, it is believed that through the primary training groups there was a substantial accomplishment of four of the six expected course outcomes having regard to knowledge and skills in the following areas:

(a) training needs, objectives, strategies, programmes (expected outcome 3);

(b) training methods (expected outcome 4);

(c) training aids, especially audio-visual (expected outcome 5);

(d) interpersonal relations, such as listening, speaking, group interaction and team building (expected outcome 6).

Finally, participants had considerable exposure both theoretically and experientially to the areas of leadership, organizations, communication, motivation and supervision.

G. Syndicates

Each afternoon, participants met in small task forces called syndicates. The syndicates operated as study and research groups which carried out assignments in action research, the writing of prospectuses for action training programmes and the revision of an existing course in supervision to West Indian circumstances. Membership of those teams was from three to five; it cut across the membership of primary groups and was rotated, new syndicates being formed for each specific assignment. This mixing had additional learning value in that participants were exposed to the ideas and experiences of those from the opposite primary group. Faculty members consulted with the syndicates and gave guidance upon request.

The three major syndicate assignments are described below.

Syndicate assignment A involved the development of prospectuses for the following types of training programmes (selected by the participants themselves):

(a) Supervisory training;

(b) Top management training;

(c) Induction training (subdivided for clerical entry and technical entry);

(d) Public relations training;

(e) Training of administrative cadets.

The following items were covered in each prospectus:

Need or rationale for the programme;

Nature of the programme;

Possible benefits;

Strategies;

Expected outcomes;

Training methods;

Training materials;

Report (evaluation)

Implementation (how, where, when);

Materials (reading lists, training schedule, planning check list).

Syndicate assignment B involved the revision of a course in supervision within the Commonwealth Caribbean context. Each of the 13 segments, containing action assignments, reading handouts, a study guide and an instructor's outline, were allocated to a syndicate for this purpose. The task of co-ordination to ensure the smooth and timely completion of the job, including reproduction of the document, was ably carried out by one of the participants.

Syndicate assignment C involved action research on the following topics:

(a) A model training policy for States in the Commonwealth Caribbean;

(b) A model organization development and training programme statement;

(c) Regional projects: a regional association of training officers and the establishment of a regional training, information and research centre;

(d) Selection and utilization of trained personnel;

(e) Strategies for implementing training;

(f) Establishing a training unit.

The syndicates produced voluminous and extensive materials. Each of the participants was thus in the fortunate position of being able to carry back to his home country, for his future reference and use, the following papers:

(a) Five prospectuses for various types of training programmes;

(b) A course on supervision covering 13 subject matter areas, revised within the West Indian context;

(c) Six reports on action research projects dealing with vital areas of training.

Additional materials from the pre-course assignment were also shared among the participants, providing basic data for some of the syndicate work and available for future use. These included:

(a) Thirteen country papers containing extensive data on the status of training in each State;

(b) Twenty-four prospective training programmes, each individualized by a participant to meet a pressing training need in his or her State.

In assessment, it is believed that much of expected outcome two was achieved. The participants demonstrated that they had gained an understanding of action research and training through syndicate assignments and that they had acquired ability to conceptualize, design and begin to implement important action training and research activities.

Nevertheless in retrospect, it would appear that the syndicate assignments were possibly too heavy. For any future course, it would possibly be better to reduce their number from three to two or else to extend the duration of the course from six to eight weeks. Another recommendation would be to begin the action research assignment (syndicate C) earlier so that all materials could be turned in for final typing no later than a week and a half or two weeks before the close of the course. A third recommendation would favour some arrangement to enable action research to be conducted in the field at the site of the course. Participants, in this manner, would not have to restrict their research activity to interviewing each other and the faculty. Finally, the definite assignment of a specific faculty member to consult with each syndicate will also add considerably to the successful conduct of that part of the course.

H. Assembly sessions

Plenary assembly sessions were held daily for two hours in the late morning. Assembly sessions furnished the opportunity for inputs of background material by leading Caribbean figures and regional experts through lectures, presentations and discussions (see part II). During the last two weeks, this pattern was modified to some extent to give the course participants additional time for explaining and defending their individual or syndicate projects. The assembly sessions also served as a valuable platform for sharing and comparing training methods and group experiences which were of interest to the participants at large.

The major themes and subjects covered in the assembly sessions during the entire course are listed below.

Week I

Theme: Where we are now: The current state of training and its environment in the Caribbean.

- What governments expect from training.

- Expectations of a head of civil service about training.

- The role of the public service commission in training and personnel administration. (a panel discussion)

- Problems of administration in the Commonwealth Caribbean susceptible and not susceptible to solution through training.

- Supervisory interviews: Role played and video-taped.

Week II

Theme: Where we are going: The Caribbean environment of the 1970s and its training implications.

- The economic environment and the 1970s.

- The socio-cultural environment of the 1970s.

- The political responsiveness and political neutrality of civil servants: Implications for the 1970s.

- The administrative environment of the 1970s.

- The technological environment of the 1970s.*

Week III

Theme: The internal organizational environment and bureaucratic change.

- Strategies applied to the process of administrative reform.

- Transitional institutions: The Whitehall model of bureaucracy and the post colonial state.

- Numeracy: A suggested course in quantitative methods for administrators.

- Public personnel systems and career development in the Caribbean.

- Elements of administration and the linkage with training.

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* Presentation transferred to Week IV to suit schedule of speaker and an additional primary group session substituted in Week II.

Week IV

Theme: Training programmes and approaches with stress on area needs.

- A systems approach to training.

- Co-ordination of personnel management and training: Public and private sectors.

- Training for fiscal administration.

Week V

Theme: Training subjects.

- Management game: Communication and teamwork.

- Action research data collection.

- Evaluation of training.

- Problems of establishing a training centre.

Week VI

Theme: Training subjects.

- Management communication exercise. Congruent speaking and levelling.

- In-basket case: Management decision making.

- Syndicate report on action research project: Regional association of training officers and regional research. Information and training centre.

- Perspectives on the course and future follow-up activities.

- Written evaluation of course and farewell ceremony.

The purpose of the assembly sessions in the first three weeks was to expose the participants to a thoughtful analysis of the changing Caribbean environment of training in its social, economic, political, cultural and technological dimensions. The fourth week involved training topics of particular interest to the Caribbean area. In the fifth and sixth weeks, participants were given experience in new training methodologies and in action research on training subjects. Time was made available for gathering data and reporting on action research projects in the assembly sessions, but additional participants were given opportunities to become actively involved in the demonstration of various modern training methods.

It should also be noted, in this connexion, that one of the assembly sessions in week I was also used to demonstrate both the use of video-tape and the use of role-played supervisory interviews in management training.

As attention from week IV onwards was focused more directly on training itself rather than on its environment, primary groups could build more readily on the inputs of the assembly sessions. The assembly sessions, in turn, could proceed at a faster pace because of the results of the primary groups in developing the personal training skills and understandings of the participants. Fortunately there was never any question of the integration of the syndicates with the primary groups, since the training research products of the syndicates were reported on and critiqued in the primary groups.

In retrospect, the need to achieve a proper balance between the diverse inputs made in the course of the programme appears no less important than that of building linkages between the various blocks or course components. Reductions could be made in the amount of time devoted to some subjects of a peripheral nature in order to get on more quickly and in more depth to the heart of various critical training matters.

In assessment, it is believed that through the medium of the assembly sessions, expected outcome one of the course was accomplished in a good measure. This referred to the improvement of knowledge of administrative management and the development process. The assembly sessions provided the participants with a rich diet of information about the Commonwealth Caribbean training environment. This exposure was essential, as the participants needed to develop a deeper understanding of the context within which they operate to develop a sensitivity to the training strategies most relevant to the needs and opportunities of a given time, situation and territory. Happily, many of the speakers in the assembly sessions repeatedly emphasized the extremely important role of training and human resource development in governmental efforts to meet the responsibilities and challenges of economic and social development.

I. Ancillary elements of the course

Other important segments of the course included participant course diaries, field trips, pre-testing and post-testing of participants, a course evaluation by participants, films, and hospitality and social events. The vital role of public information and organized publicity was not neglected.

Five field trips added to the course. One was a half-day trip to the Trinidad/Texaco Oil Company for a view of the operation of the refinery (fifth largest in the world) and talks with the management and training staff about their extensive training programme for all levels of staff. This visit was important as it highlighted the need - especially in small territories short of manpower resources - for co-operation between the public and private sectors in training matters. The timing of this field trip was geared in with an assembly session, that same morning at which the personnel director of Booker Sugar Estates, and one of the leading proponents of public-private co-operation in Guyana, spoke forcefully on this topic. He particularly stressed possibilities for bringing together middle-level and senior-level managers from both sectors for joint training which could focus on mutual collaboration to achieve national development goals.

A second half-day field trip was made on a Saturday to the Training Centre of the Government of Trinidad and Tobago's Central Training Unit at Chaguaramas. This occasion was also used for a meeting with the Trinidad and Tobago Training Officers Association (representing both public and private sectors) in order to develop plans for a Caribbean regional association of training officers which has since materialized. A third field trip, also in the interest of the professionalizing training, was made to a meeting of the same Trinidad and Tobago Training Officers Association on the occasion of a lecture on training for national reconstruction given by a faculty member of the University of the West Indies. An optional field trip on a Saturday afternoon was made to the Youth Training Centre of the Community Development Division of the Government of Trinidad and Tobago, where a project on trade training is under way. This excursion offered participants the opportunity to see how governments could use training as a strategy for dealing with the problems of the unemployed and potentially alienated youth.

Participants also visited the computer centre of the University of the West Indies. The visit followed a general presentation on numeracy and further familiarized participants with the use and value of quantitative methods in administration and illustrated how computers will become increasingly important for management information and decision-making in the Caribbean setting of the future.

Participants were asked to keep unstructured diaries, with entries to be made at the end of every day regarding the participant's reactions to the events of the day. No other guidelines were provided in an attempt to obtain a spontaneous and frank response. The keeping of course diaries is both a training method and an important instrument in course evaluation.

On the last day of the course, participants were asked to fill out detailed evaluation statements in which they were required to rate the various segments of the course and also to record their comments and critiques about specific aspects of its organization, with recommendations for changes and improvements. These comments and suggestions have been extremely useful in writing this report.

In order to measure the effect of the course on knowledge of modern concepts of training and administration, participants were given tests at the beginning and at the end of the course. The improvement in scores was remarkable, moving from an initial average score of 13 out of 86 possible points to an end-of-course average score of 62 out of 86. This test provided not only a good measure of the theoretical learning that took place during the course, but was also a demonstration to the participants of another kind of training and evaluation method.

As most training films which had been made available, displayed a North American and industrial bias not particularly relevant to the Commonwealth Caribbean, only a few such films were shown during the course and most of these were viewed on an optional basis, during the lunch hour. They included a film on the managerial grid and development and a film on ways of dealing with conflict. Attempts made to secure two additional films on training methods and supervision which have been used in Jamaica were unsuccessful, as permission could not be obtained to take them out of the country.

The importance of hospitality and social events as a crucial factor conducive to participant morale and cohesiveness must not be overlooked. Six major social events were planned and implemented. Three were sponsored by the United Nations core faculty: a first night reception and two mid-course parties. Three were sponsored by the University of the West Indies: a course opening party, a trip to the Caroni Swamp (the scarlet ibis sanctuary) and a final banquet at the Trinidad Hilton. In addition, the six Trinidad participants and the two Trinidad faculty members entertained the participants informally in their homes and showed them various places of local interest. Planning for social activities can be almost as important as planning for training activities, and the design for any course of this nature should reflect this key point.

The publicity and public information concerning the course was outstanding. The public relations officer of the University at St. Augustine contributed through his contacts with the media, but the main coverage was arranged by the Regional Director of the United Nations Information Centre in Trinidad, which serves the entire Caribbean. The core faculty and participants were interviewed several times, once on television and several times on radio programmes. There were also extensive reports in local and regional papers. The impact of this exposure for the promotion of a modern view of training throughout the region cannot be underestimated. Needless to say, provision for publicity should constitute an integral part of the advance planning of courses of this nature.

III. CONCLUSIONS AND RECOMMENDATIONS

A. Summary evaluation of the course: some positive features

From the detailed analysis of the preceding chapters, the general conclusion which could be drawn is that despite the flaws which inevitably attend any pilot venture of this nature, the course was a success. It can be safely asserted that most of its objectives were realized and that the participants, by and large, emerged with the knowledge, skills and outlook that should enable them to make a sizeable contribution to training both in their respective States and in the Commonwealth Caribbean on a regional basis.

It is, therefore, appropriate that this evaluation should give due recognition to some of the positive features of the recently completed course.

The programme, with its basic elements of pre-course assignments, primary training groups, syndicates and assembly sessions, worked out extremely well in practice and could be usefully repeated in the future. A necessary addition to the design, however, would be the very conscious inclusion in the budget and planning for the course, of provision for some anticipated preparatory and follow-up activities. This would mean more time and money specifically set aside and available both for intensive pre-course consultation with participating governments and institutions and also for the implementation of follow-up activities on an individual territory and wider regional basis. Individualized consultation and top management seminars could well be carried out in this context, preferably in collaboration with the existing educational or training institutions of the region and their staff.

Host facilities offered by the University of the West Indies at the St. Augustine Campus, Trinidad, including housing, classrooms, office staff and equipment were completely satisfactory. The University assistant registrar who acted as liaison officer and his staff were helpful and co-operative in every regard. Co-operation from the University of the West Indies Institute of Education also was of superior quality both in terms of video-tape and other audio-visual equipment made available to the course and in terms of the full-time services of an excellent audio-visual consultant.

The office of the Regional Representative of the United Nations for the Commonwealth Caribbean, in Port-of-Spain, provided outstanding support and help to the project and served as a centre for communications to the region and with Headquarters. Payments to the University, participants and guest speakers were invariably accomplished expeditiously and smoothly.

The messengerial help, stationery, equipment and miscellaneous items that can make the difference between an indifferent course and a successfu one proved amply adequate. This was especially imperative in view of the massive quantity of indigenous training materials produced during the course.

The core faculty comprising two United Nations consultants and two tutors in public administration from the University of the West Indies, was an excellent training team. Knowledge of modern techniques and methods of training was combined with local experience and knowledge of the region.

A spirit of camaraderie and good will that prevailed throughout the course among both participants and staff contributed decisively to the success of the programme. The course had brought together a group of senior officers with similar backgrounds and experience. Few had met each other before. They readily mixed, however, and as a group responded extremely well to a learning situation which was markedly dissimilar from anything they had experienced previously. The faculty was definitely impressed with their constructive approach to problems, their industry and receptiveness to new ideas. Of great importance also to the success of the course was the group's manifest willingness and ability to assume a major responsibility in the conduct of training activities.

B. Suggestions for future improvements

The experience accumulated through several months of planning, designing, organizing and mounting the course as well as in the six weeks of its implementation give substance to the view that even within the constraints and limited resources of such a programme, improvements can be made which could substantially add to the total training experience. Recommendations applicable to future courses are summarized below.

Advance preparation for such an intensive programme should begin, if possible, a full year before the start of the course. A highly desirable part of the advance preparation would involve consultation visits by the course director or other person responsible for the project to any co-sponsoring institutions and participating Governments. Discussions should be held with key Government figures and senior civil servants on country training needs and developmental goals. It would be then expected that these would be fully reflected in the nature and design of the course.

Ideally, five to seven participants should be selected at a minimum of two to three months in advance of the course. They should be briefed extensively (preferably through visits by the course director) on the precise requirements of the pre-course assignments. This briefing is extremely important, since the course is built in a large measure upon the data collected and problems analysed in each individual State.

The size and composition of the group of participants are also of great importance. The number which attended the pilot course was about right. The four large States, however, already strong in training, provided 14 of the participants and the nine smaller States only 10. Possibly the proportion should have been reversed - as a few small States intimated - with roughly two participants from each of the smaller States. Some Governments moreover, have intimated that had there been an earlier in-depth consultation, their choices might have been different in a number of cases. There is presumption for the view, for instance, that the nature of the course as preparation for change agents had not been sufficiently appreciated by some national authorities responsible for the selection of

candidates. Along this same vein, it may be worth considering, for future courses, the advantage of combining a young dynamic "comer" with an already "arrived" senior official for countries represented by more than one participant.

The involvement of available local training resources, including universities and other research institutions should be sought to the fullest extent. The Pilot Training Officers Development Course benefited enormously from the presence of faculty staff from the regional universities and from the contributions of an impressive galaxy of guest speakers. It is recommended that this important input should be secured and used even more systematically in future in order that local expert resources may yield the full measure of their value to the project. Needless to say, the principle behind these several recommendations is that institution-building in public service training is more likely to occur if all the key persons with interest and responsibilities in the area are involved significantly in such a ground-breaking course. Arrangements for this purpose should be made in good time and should ensure that the parties concerned have been fully consulted on their respective roles in the project at all stages of its implementation and follow-up.

Project administration will also need to be strengthened. The pattern which was followed in the recent pilot course should be reconsidered in the light of the very heavy demands which it made on the time of the course director. In a programme of this length and intensity, a greater measure of sharing of the responsibilities for substantive and related administrative matters could be introduced. Any such new scheme of course involves individual consideration of the composition of the faculty. Whatever its specifics, however, a new division of labour should go together with an effort to reinforce faculty consultation to make it as thorough and as systematic as possible.

Course administration on the site would also greatly benefit from the addition of a secretary from Headquarters conversant with the details of the organization of the project and able to handle the myriads of small administrative matters which always arise.

The structure, methodology and content of the course must be determined largely on country and area needs in each specific case. The problem of keeping a proper balance between the various segments calls for much serious thinking. There is no magic formula. For instance, it had been argued that in the pilot course, the use of assembly sessions to provide information on the Caribbean environment could have been accomplished within two weeks instead of the three weeks devoted to that purpose. As it turned out, more assembly time was needed for dealing more directly with specific training techniques and problems.

During the pilot course, there unfortunately was not enough time for the primary groups to have in-depth discussion of syndicate assignments B (revised course on supervision) and C (action research projects). The workload on the syndicates also proved excessive. As noted previously, either the course could be lengthened to eight weeks, or else the number of assignments in this six-week course should be reduced to two. The first alternative is preferred.

In addition, it would appear advisable to definitely assign a faculty member to each syndicate as a consultant. It should be ensured, however, that the participants understand that the leadership and work of the syndicates is still their responsibility.

The Pilot Training Officers Development Course or any other course for the training of trainers is designed to impart, to develop or to refine vitally needed skills. The scarcity of those skills, the seriousness of the needs, the growing diversity of purposes to which they can be applied greatly enhance their value. Course follow-up activities must be seen in this light. They must be organized, accordingly, as a group of interrelated actions to avert the risk of wasting of valuable training skills, to encourage their effective utilization and to promote the establishment of the consolidation of an institutional framework which can sustain the use, development and refinement of training skills. The proposals below for follow-up activities emerged from the discussions and teamwork in group sessions throughout the course. They may, in this sense, be said to reflect the collective experience of course participants and faculty. While most of these proposals primarily concern immediate steps to smooth the "re-entry" of members of this group in their respective systems and help to maximize their work effectiveness, it may be worth considering their value as suggestions for post-course follow-up of similar future projects. Other ideas advanced, in this same context, concern more long-term projects for regional co-operation in the English-speaking Caribbean.

C. Short-term course follow-up

The Pilot Training Officers Development Course is best conceived as ending not with the last day closing ceremony but rather with implementation and follow-up activities in each individual country and in the region as a whole. With this concept of the course in mind, it would appear that maximum impact in each country and in the English-speaking Caribbean as a whole would be guaranteed by the course follow-up activities recommended below.

Individual contacts should be made in each State with key officials such as the premier, appropriate ministers, the chairmen and members of public service commissions, the heads of the civil service and permanent secretaries as soon as possible after the end of the course. The object of these visits would be to acquaint these officials with both the results of the course and with what each participant is now capable of contributing to training and to national development. These visits could be made by the University of the West Indies tutors in public administration in conjunction with the participants.

Periodically, short visits should be organized by the University tutors - supported as required - by United Nations advisers to assist each training officer with his training approach and programme implementation. Such help could take the form of consultative advice, the provision of training materials and aids and publications. Encouragement should also be given to measures intended to facilitate the access of the staff of training units to officials in the senior decision-making posts.

Follow-up case studies on each participant should be made over the period of a year to determine what each has been able to accomplish in training from what he learned in the course. Participants should be encouraged to keep up training diaries in order to provide the data required for such a study.

The sponsors of this course should give consideration to the possibility of holding a review and evaluation session with participants 12 or 18 months after the course. This meeting, which might last seven working days, would provide an opportunity to share experiences, exchange ideas on training and help refresh the knowledge of the participants on what is new in the field. For the purposes of this session, participants could be requested to update their country papers on the status of training and compare them with the original paper. The value of such a project would be considerable.

The exchange of training materials between the various States of the Commonwealth Caribbean should be encouraged. In territories with ongoing training programmes - notably, Barbados, Guyana, Jamaica and Trinidad and Tobago - materials which relate to programme design and content have been developed for local use. These very useful materials are generally unclassified and may be freely exchanged between the heads of training units without formal authorization.

The University of the West Indies tutors, assisted by participants, should continue their work in gathering case studies and data on public administration in the Commonwealth Caribbean, with a view to the possible development of a book of readings on training and public administration in the region.

Such data collection would permit a more critical appreciation of the region in terms of the various sets of conditions in which the trainers will apply what they have learnt. It will also greatly assist the task of making forecasts of future training needs both in key areas of public administration such as customs administration or the administration of social services, and in the form, content and methodology of management techniques and orientation courses for the public service and public sector as a whole.

Special consideration might be given to the specific problems of the small States. The Pilot Training Officers Development Course afforded opportunities to examine many facets of the administrative environment and training situations in these States and to formulate approaches which, in a number of cases, could be applied beyond the Caribbean region. Further research could throw more light on these problems and - taking the longer view - facilitate later interregional comparisons.

The sponsors of this project should consider ways and means of helping the present efforts, already well under way, to establish and develop a regional association of training officers in the Commonwealth Caribbean embracing both the public and private sectors. Such support and encouragement should be also extended to activities promoted by this association in the future.

D. Long-term follow-up projects

It cannot be too strongly emphasized that, any long-run solution to the problems of development of civil service training in the Commonwealth Caribbean would have to be considered within a regional framework. A regional approach provides perhaps the surest guarantee of civil service training becoming "fully grown" and realizing its potentialities to the full. Regional co-operation could give to the development of training that added impetus which it requires to make

a substantial contribution to administrative reforms and have a decisive impact on major country efforts for economic and social development.

It is, of course, self-evident that the only realistic approach to the development of regional co-operation in civil service training is through the express desire of Governments to extend the area of co-operation to this specific field. There are strong indications, however, that a movement in this direction is growing. Regional training efforts, though unco-ordinated and sporadic have multiplied of late, particularly in specialized areas of management. These joint endeavours suggest that any future step to establish a permanent framework for such activities would constitute no more, in effect, than the systematization, consolidation, rationalization and improvement of arrangements which already exist.

Regional co-operation in public service training has been taking place in the Commonwealth Caribbean for some time now in specialized areas, notably agriculture, forestry, customs and excise, audit, income tax, postal service, and operations and methods. In a large number of cases, such programmes may be said to have evolved from national activities to which a limited number of Government officials from other countries could be invited by virtue of agreements between the two States. In some other cases, however, the initiative in mounting courses of specialized training came from international agencies operating in the region. For instance, the World Health Organization/Pan American Health Organization have conducted regular seminars in health administration for specialist personnel drawn from the health services of several Commonwealth Caribbean States over the past five years.

Apart from such activities in recent years, there has been a significant development of interest among public officials for greater co-ordination of civil service training on a regional basis. Professional associations of civil servants have often taken the lead in such movements. A recent case in point was in a conference of senior income tax administrators convened in Trinidad in April 1970 under the auspices of the University of the West Indies. The conference decided to establish a Professional Body of Tax Administrators for the Commonwealth Caribbean. Among its declared objectives are regional collaboration in income tax training; the production and dissemination of training materials and the publication of literature reflecting West Indian experience in the field of income tax administration.

The birth of the Caribbean Public Services Association, at a recent Barbados conference corroborates evidence of an emerging consciousness of possibilities offered by a regional approach to public service problems. The general objective of the association is to foster co-operation between the public service associations of the region. One of the specific areas of co-operation proposed in the constitution of the new body is that of training in the public service. Of great importance, finally, the creation of a Regional Association of Training Officers, which has already been mentioned, may also be considered as a further indication of this trend.

The proposal to establish a training information and research centre to service the needs of the entire Commonwealth Caribbean area was, to a large extent, an attempt to accelerate developments in this direction, to consolidate the achievements of progress made already and to enlarge the scope and better the

results of regional co-operation in the public administration training field. The initiative in this regard came from the participants, a group of whom prepared a brief report on the subject (syndicate assignment C). In general terms, the objectives of this centre would be to provide much needed support at a regional level to programmes of local in-service training chiefly by the development and dissemination of appropriate resource expertise, training materials and case studies and by continuous research into the training needs and problems of the regional bureaucracies. The centre could, in time, extend its activities to include the provision of consultant services to the Governments of the area. This would be the result of the build-up of a local cadre of specialists in public administration and more particularly, in the fields of personnel development and training. A build-up of this kind and the pooling of expert resources for use in all the countries of the Commonwealth Caribbean could only be achieved within a carefully devised and properly structured regional institutional framework.

The realization of this objective depends on the collective recognition, by Governments of the region, of the pivotal role which the projected centre can play in helping to develop or give support to activities specifically geared to local or area needs. The centre could thus serve not only as a catalyst in the expansion of staff training and executive development at all levels, but also as a change agent in the widest sense of the term. Because of the anticipated scope of activities in which such a centre would be involved, its realization largely depends on the availability of financial and technical assistance during the initial stages of its development.

To move the project forward, it has been advocated that individual contacts should be made in each State soon after the submission to the Governments of the final report on the Pilot Training Officers Development Course. The purpose of such visits would be to ascertain the views of ministers and senior officials on the findings and recommendations embodied in the report, specifically regarding the proposed training information and research centre. This could prepare the ground for a succession of meetings to formulate, study and finalize the plans for setting up the centre.

What is envisaged is a series of two or three meetings held in quick succession and involving, at one level, senior officials responsible for personnel development and training and, at a higher level, ministers and leading representatives of regional institutions. Properly organized, these meetings need not last for more than a few days. They could, on the other hand, considerably enhance the maturation of long-term plans for solving some of the problems posed in this report. Indeed, they could do much to promote a new vision of public service training and of its potential contribution to the goals of national development.

Part two

COURSE PAPERS

The Caribbean environment and its training implications

WHAT A GOVERNMENT EXPECTS FROM TRAINING

George Chambers*

The expectations of any Government with regard to training would necessarily derive from the state of development of the particular country and the resultant public policies of that government. I note that the participants in this course are all from English-speaking countries in the Caribbean. I can therefore safely assume that the countries which the visitors represent are at a more or less similar stage of economic development to Trinidad and Tobago. With this in mind I would like to speak to you specifically of Trinidad and Tobago.

The expectations of the Government of Trinidad and Tobago, are closely related to the economic and social developments which we have set out to achieve as a matter of public policy. I would therefore like to indicate to you very briefly, some of these socio-economic objectives prior to my comments on the question of training per se.

Our main social, political and economic objectives are three in number. We have been formulating and implementing policies designed to secure a larger measure of economic diversification, to eliminate structural unemployment and to create greater economic independence.

Diversification essentially involves the strengthening of the non-petroleum sectors of the economy while at the same time attempting to promote the growth of indigenous petroleum production. An attempt is also being made to strengthen the domestic agricultural, fishing and livestock-producing sectors while (ensuring that) earnings, from present acreages under the traditional export crops of sugar, citrus, cocoa and coffee are increased through higher yields per acre. In this way we seek to reduce the share of imports in the total consumption of food without a concommitent sacrifice of our traditional agricultural exports.

An important element in our programme for diversification is an increase in the volume and variety of manufactured goods, particularly for export. Because the size of the domestic market is small, we must develop a thriving export trade in manufactured goods if we are to develop the manufacturing sector of the economy.

You are all aware, I am sure, that we are trying to overcome a serious problem of structural unemployment. In our country, there is an excessive supply of labour in relation to the capital available; (a contributory factor is that) the type of technology generally used in production is borrowed from more

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developed countries where there is a relative shortage of labour and not of capital. Sometimes the problem of unemployment lies in the fact that the right skills are not available to fit jobs created.

Apart therefore from our efforts to accumulate more capital for use in productive activities, we are taking additional measures to achieve full employment. We are seeking:

(a) To adapt technology to local conditions;

(b) To provide through our education system the right kind of skills and training;

(c) To promote greater interest in modern scientific agriculture, particularly among the younger people; and not the least important;

(d) To reduce the rate of growth of population and the labour force.

While our small country with its limited range of natural resources and a small domestic market must depend heavily on foreign trade, we are seeking to ensure that the dynamics of economic change or reactions to external change in the world economic environment are under our own control. In short we are determined to bring about a situation in which the decisions bearing on our economic growth and expansion are, as far as possible, taken by our own Government and by domestic and not foreign producers.

It is obvious that the key ingredients for achieving the tasks we have set ourselves are education and training. In order to succeed in our efforts we must produce sufficient local personnel with the training and experience necessary to cope with the problems involved to adapt existing institutions and to create new ones to deal with new situations.

The present Government of Trinidad and Tobago has always evinced the keenest interest in this aspect of the problem of social and economic development. Indeed from its first tenure of office it has placed a great deal of emphasis on the training of public servants at all levels. Millions of dollars have been spent on the provision of academic qualifications to many hundreds of citizens, both prior to and after their entry into the service. We have taken the fullest advantage of programmes of technical co-operation provided by friendly governments and international organizations. With the assistance of the United Nations we have set up a continuing programme of in-service training. Indeed we have established a strong, well-staffed Training Unit to deal with this latter question.

It is against this type of background that I would like to say a few words on what the Government of Trinidad and Tobago expects from a training programme of the kind we are inaugurating today. I have taken particular note of the fact that the participants in this course are all senior officers who now exercise or are expected, in the not too distant future to assume major responsibilities in the field of training. Let us look, first of all, at the functions (and these will determine the training needs) required to be performed by senior management. These fall into two general categories. First, those associated with the administration of departmental operations; and second, those involved in the central direction and co-ordination of government activities as a whole.

The departments, as the active operating organizations of governments, must be taken as the starting point in any search for greater efficiency and economy or improved service. Here it is useful to distinguish between the task of departmental administration and the actual conduct of operations. Administration is concerned with functions which must be performed at the directing centre of each department, regardless of its size, its responsibilities or the geographic dispersion of its activities. Actual conduct of operations requiring skill in special operating techniques must be devised with precisely these considerations in mind.

The principal elements of the task of departmental administration may be set out as follows:

(a) To advise the minister on matters of departmental policy and to serve as the channel through which ministerial direction flows to all parts of the department;

(b) To prepare plans of future programmes for consideration by ministers and to forecast future needs for money, staff and other resources;

(c) To adapt the departmental organization to its programme responsibilities;

(d) To ensure the availability of qualified staff and other resources needed for departmental programmes;

(e) To develop and apply the tools of management appropriate to its operations;

(f) To appraise the performance of the operating units and of the administrative staff itself.

Although the departments are the primary operating units, the policies and programmes of each must be balanced against and harmonized with those of other departments and agencies. They must justify themselves, in the last analysis, in terms of their contribution, not to the department itself or its particular interests but to the general interests of the people of Trinidad and Tobago.

The functions of overriding concern to the government include the following:

(a) To weigh public desires for governmental action against the willingness and ability of the public to bear the financial burdens involved and to establish the limits of action and the apportionment of burdens in an over-all financial plan - the annual budget;

(b) To assess the financial, administrative and organizational implications, both immediate and long term, of existing and proposed programmes and to define priorities and allocate the resources available within the limits of the total financial plan;

(c) To establish policies and standards governing the use throughout the service of money, staff and other resources;

(d) To ensure that all departments and agencies shall have strong administrative leadership and that the human resources available shall be consistently used for the greatest benefit of the public service as a whole;

(e) To foster the development and application of effective management practices for the control and improvement of operations throughout the Government;

(f) To assess the general effectiveness of departmental activities and, in particular the performance of departmental administrators in discharging their functions;

(g) To adapt the machinery of government to its changing tasks and objectives.

At the senior management level the essential purpose of training should be to enable officers to perform the functions I have described with the maximum possible efficiency.

Speaking more generally of the public service there are certain attitudes which we hope training programmes would help to instil in officers. One of these is the willingness to make decisions. This I consider to be an essential element in efficiency. It makes for the achievement of the objectives of government with the use of the smallest possible amount of personnel services and resources of funds and materials. It would be of much help in encouraging younger public servants especially to take decisions if people in senior positions were encouraged to delegate authority. Another matter which I consider to be of the utmost importance is the promotion of good human relations and high staff morale.

One further word with regard to the attitude of trained personnel. Our hope has always been that trained personnel should take the initiative and involve themselves deeply in the tasks that confront them as public servants. As I see it self-development and advancement are assured when an individual, on his own initiative, comes to grips with problems and thinks out possible solutions without awaiting ministerial direction. This kind of commitment and the rewards that flow from it will go a long way towards obviating the urge of many persons to flee to foreign countries.

EXPECTATIONS OF A HEAD OF THE CIVIL SERVICE FROM TRAINING

Dodridge Alleyne*

There is no limit to what one can say, or to the area one can cover, on this topic selected for me. The scope and wide area of treatment of this topic create problems, especially problems of selection and of compression to confine this presentation within the time allotted. Of course it is possible to be extremely concise and, in a word almost, to end this paper by stating boldly that what a head of the civil service expects from training is a corps of competent men and women geared to executing the business of the Government. But that will not be playing the game. I have therefore proceeded on the basis of an interpretation of my topic which imposes a number of obligations upon me.

The first obligation in my view concerns my concept of the broad responsibilities associated with the office of head of a civil service. The second is to give an indication of the sense in which I use the word training in this paper. The third concerns the context within which this paper and this course have relevance. (Whatever we discuss today and during the rest of this course and whatever we put into effect later in our daily work and lives must be geared to resolving the problems of a developing society in its various aspects.) The fourth concerns the role of government and therefore of the civil service in meeting the challenge of development. The fifth, and I hope for today my final, obligation concerns a statement of the nature and the extent of the contribution which training is expected to make towards the solution of the problems of public management within the context of the role of government in promoting the development of these island societies.

To start with the responsibilities associated with this office of Head of the Civil Service. In the first place, this official must be directly concerned with an involvement in the development and maintenance of the highest possible standards of efficiency in the entire civil service organization which he heads. Next, he must be concerned with the establishment of the most suitable terms and conditions under which members of the civil service will be expected to discharge their duties efficiently and in accordance with the best standards. The third responsibility of the head of the civil service arises out of the professionalized character of the modern civil service. Indeed some writers in the field of public administration now refer to a civil service career as the "profession of government". Given the more general attributes of a profession, namely, lifetime career, special entry requirements, improvement of efficiency over time, regulated career activities, and a code of conduct, a career in the civil service approximates closely those of the traditional professions. Accordingly, the head of a civil service is the head of this professional corps and cannot escape the obligation of ensuring that the highest standards of professional conduct are observed by members of the "profession of government". He must be, so to speak, the jealous custodian of the best professional standards of public management.

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Let us look next at the concept of training for a career in the civil service. Put simply I consider training to be an important ingredient in the process of manpower development. Such a process, ideally, takes place continuously during the careers of public officers at, one must admit, varying rates and with varying consequences. I must, by way of parenthesis, hasten to add however that this last statement of mine conflicts somewhat with the Peter Principle which states that "in a hierarchy every employee tends to rise to his level of incompetence". One must add the corollary: "In time, every post tends to be occupied by an employee who is incompetent to carry out its duties." But since the principle and its corollary may cause some dismay among this august body and may dishearten you in this exercise I hasten to add the saving observation that in all hierarchies "Work is accomplished by those employees who have not yet reached their level of incompetence."

There is therefore ample justification and need for training and I contemplate training under two broad headings: pre-entry and post-entry training. By pre-entry training I mean within the context of our developing society that whole process of formal education culminating sometimes in a specific academic or other attainment which prepares prospective public officers for careers in the civil service through the award of scholarships to institutions of higher education or to professional associations.

Post-entry training refers to the formal training arrangements provided for public officers after they have entered the public service. These arrangements may take the form of training abroad or training at home through in-service programmes at a central or departmental level - seminars, workshops, on-the-job schemes, including attachments to executive agencies at home or abroad for the purpose of acquiring new techniques and new ideas of various kinds.

Finally I extend my definition of post-entry training to include programmes sponsored by regional and extraregional agencies for officials of the public service of the region. By such an extension of my definition this course in which we are now engaged qualifies as a training exercise for all of us.

When we come to the discussion period which, in my view, is by far the more important part of this session, I will want us to give careful consideration to the fourth responsibility which, as I stated earlier, the topic imposes upon me. I refer to a discussion of training within the context of our developing society. It is only against the background of a sensitive appreciation of the needs of our developing societies that one can evaluate meaningfully the problems which give purpose and direction and content to a training policy and programme.

We are by world standards a poor, backward society and qualify to be called an "under-developed" or even more optimistically a "developing" society. Our populations are basically and recently migrant - in some cases migrant by force, in some cases migrant by choice - and need to be welded into a cohesive force with a national objective. We were all until recently, and some of us still are, colonial peoples. Those of us who are now independent or semi-independent have not yet forgotten how recently we were colonials. The formal structure of our institutions, including the civil service, has been borrowed from other lands and is now in a state of change. These features of our society add to the dimensions of the problems of development.

When I referred earlier to the under-developed nature of our economies I wished to draw attention not merely to the statistical data that justify such a definition of our societies, for example income per head et cetera, I was referring to the criteria that most meaningfully distinguishes one society from another, that is, the forms of economic activity a country and its people engage in, the success with which they have been able to substitute or to add new kinds of economic activities and the general efficiency with which the various kinds of economic activities are undertaken. Judged against these criteria the English-speaking Caribbean taken as a whole does not perform creditably and whatever may have been the historical justifications or rationalizations, the fact remains that only the people of these islands can resolve the problems entailed in the achievement of higher levels of efficiency.

This brings us therefore to the role of government in the developmental struggle. The private sector did not, until quite recently, begin to think in terms of widening the area of economic activity of the society. The traditional commodities of sugar, cocoa, citrus with oil in Trinidad and later, much later, bauxite in Jamaica and Guyana were the main export interests. For the rest one thought purely in terms of import/export trading and the small percentage commission or profit that could be made thereby. Now we must create new avenues and direct and encourage domestic talent and initiative in new directions. As in other countries it is not enough for the role of government to be confined to holding the ring or to traditional activities. Government must become involved without suppressing private initiative. It is however through its civil service that its efforts to stimulate the domestic private sector, and to participate in economic and social activities, must be felt.

The civil service therefore as the executive arm of government must necessarily assume a central role in the development strategy. Within it and through it one has to encourage the development of new kinds of attitudes and enterprise. Accordingly our training efforts should be such as to create a spirit of innovation, inventiveness, creativity and, above all, confidence and courage in our ability to resolve our problems.

I have, so far, stated general objectives and expectations. Let me now be more specific. A matter of concern to us is to seek to ensure a close association between planning and training, better still to make training an integral part of our planning. The establishment of the proper relationship between training strategy and the actual work situation is a requirement since training is not an end in itself and cannot take place in a vacuum. Further there is the need to involve senior management in a crusade for the maximum encouragement and use of trained personnel. Too often persons trained in one field find that they are put in another. Even worse is the officer who is summoned from abroad post-haste only to find on his arrival that nobody had really planned his absorption in a particular department. They merely wanted him home at all costs.

This head of the civil service thinks that more government involvement in the development of the economy is essential. He also thinks that the private sector has a tremendous job to perform in this regard. In the field of training as in the field of industry it is therefore necessary to have a joint public and private sector scheme for a broad frontal attack on our under-developed manpower resources. If government trains for itself alone it faces the danger of losing its best talents to the private sector. The answer is to train for the whole nation.

While we must train at all levels and we must have trained generals and captains of industry and of government, I incline to the view that particular attention must be paid to the supervisory levels - the foremen and the supervisors of the organizations. If they are efficient and know the objectives of the country we will be much better off for it.

I do not propose to treat in any detail the subjects which in my view should constitute the training programme in the context of the English-speaking Caribbean: one can name for example, planning, budgeting, motivation, industrial relations, accountancy, economics and above all management in its widest implications. The note on which I wish to end is to exhort the participants of this course by all means to let us train people to do things: however, in doing so let us not overlook the most important question in training, namely training people to think. We need people who are able to identify problems, to separate the essential from the irrelevant, to make decisions and then to execute them with courage and determination, and in case of error to amend and go forward again. Training in the public service must be seen as an important catalyst for change and development; as a key factor in manpower development and finally as the most crucial aspect of the strategy for development in small ex-colonial developing societies.

THE SOCIO-CULTURAL ENVIRONMENT OF THE 1970s

Sir Philip M. Sherlock*

I would like to draw attention to the kind of society in which we live, not only the people of the Caribbean but all mankind; then to refer briefly to three formative forces that help to shape West Indian society; and then to look at the role of the educator or the trainer in the 1970s.

Let us begin with the times in which we live. We all recognize that the 1970s began a long time ago. The explosion at Hiroshima, a quarter of a century ago, began with Rutherford working in his laboratory between the years 1900 and 1930. In fact it began long before that, with any scientist at any time. If we look at the political aspects, at the forces which brought about that event, we find that it can be traced back to the rise of Hitler, or back to the secret journey that Lenin and his companions made on a train at the end of 1918 into Russia; and beyond that to the first World War. There is a continuity in history, and the socio-economic environment of the 1970s grew out of yesterday and out of the day before yesterday. It is therefore important for any educator or any training officer to see today in the context of what happened yesterday and this means having some knowledge of our origins and our history.

The second point to note is the extraordinary interplay of events that seem to be completely disconnected and far apart from each other. One of the fascinating things about Caribbean history, for instance, is to see how a search for salt to preserve their herrings and keep their herring trade viable led the Dutch to the Caribbean and to the great salt pans near Cumana on the coast of Venezuela. Through a search for salt they established themselves in the Caribbean, in places like Curacao and Aruba. Similarly the development of the Pullman car stimulated the demand for Honduras Mahogany at a time when mahogany prices were falling and so, in two countries far apart from each other we find this interplay or interaction of forces. Today, in the decade of the 1970s, this interplay is occurring on a world scale, not only between one country and another, not across one ocean, not amongst one people, but throughout the world, on a cosmic scale. When the Olympic games were being held in Mexico City, a friend of mine described how he sat in his home in Sheffield and saw what was happening in Mexico City. He not only saw, he immediately became personally and intimately involved in the events in a way that yesterday would have been impossible. This is one of the new aspects of the world in which we live, that electronics, the computer and the satellite have made communication worldwide and immediate. The interaction, the interplay of forces and of events now affect all mankind, giving new force to that wonderful sentence of John Donne, "No man is an island, entire unto himself, but a part of the continent, a piece of the main". In the light of these developments we recognize both the continuity of history and also the unity of mankind. The old barriers of geographic distance and remoteness have been removed. Consequently we are all concerned with the confrontation between the haves and the havenots (because they are no longer apart but face to face with each other) between white and black and brown, between city dwellers and country folk.

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When we put training in this setting of the contemporary, of the new technology which is changing human life, we see how essential it is for the training officer to educate for change. The old idea was to educate for stability, for security, for a job. Those needs are still there, but now education is focusing more and more ways of accepting change as normal and of using change creatively. The educator cannot ignore change because change is now normal, an accepted element in our way of life.

The educator, therefore, has to ask whether his methods, his attitudes, and the system of which he is a part need to be modified so as to meet the challenge of the times. To what extent is it possible for the training officer in the civil service to give vitality to the training programme? Does the programme go beyond training, beyond instruction in techniques? Does the system permit or encourage initiative and innovation?

A point I wish to make is that in looking at the system (and it needs critical examination) and in thinking of our training programmes, we need more than ever before to focus on the issues that will bring us together. For example, we in the Commonwealth Caribbean have the task of nation building, and this dynamic force of nationalism can be used to strengthen and motivate the civil servant. It can serve to change a training programme from a routine exercise into something meaningful, from formal training into an educative process.

The training officer is faced, therefore, with developing methods and programmes that enable the civil servant to accept and make use of change. What we call modernization is inescapable. The efficient training officer, and indeed every civil servant, every teacher becomes an agent of social change, of modernization. And it is well for us to recognize the power of the concept of change. It is not limited to the educator. As soon as a few people in any community see that they can bring about change, you can get riots, demonstrations, bloodshed, revolution. The fact that change can be brought about lies at the heart of social movement, both of modernization and also of revolution itself.

A discussion of the concept of change in Education and World Affairs, emphasized that the idea that people are not fated to live and die as their ancestors have lived and died, the idea that nature can be controlled and used, the idea that physical suffering and early death are not the inevitable lot of human beings is an immensely powerful force once it is grasped. The idea tends to have revolutionary economic and political consequences and it overrides the fundamental values of traditional societies and becomes a part of the world view of entire populations. This process of shifting values is most complex. At times people tend to grasp at new ideas rather than to cling to tradition when it becomes clear that a choice is possible. This period in which we are living is one in which this concept of change is manifesting itself in every country, not only on the university campus and amongst student bodies, but in the ghettoes of the great cities and in the conflicts developing between the races of mankind. The fact that a situation can be changed means that any city becomes in a very real sense, a power house of change. The fact is that we are moving in a society which is becoming more urbanized, which in consequence feels quickly the impact of events elsewhere, and in which the forces of change are generated. I was struck by a discussion in a recent issue of "Civilisation" in which reference is made to the importance of the city in the third world, and I would like to quote a few sentences here from an article on urbanization and political power:

"One feature of virtually all modernizing nations is the growth of political demands as mass participation increases. The modernization process by increasing education, mass communication and urbanization creates conditions for mass political participation. Indeed, it is now commonly argued by most students of modernization that political protest, violence and extremist political behaviour typically accompany modernization. Discontent is often great, not because a society is stagnant, but because it is changing."

We in these countries have seen difficult times in recent years, in Kingston during the "Rodney Affair" of 1968 and in Port-of-Spain some months ago. The recognition of the possibility of change together with the process of mass communication ensure the involvement of the masses, intimately and immediately in the growth of political demands.

What is the role of the trainer in all this? He has to be aware of the power of change, and of the dynamic forces that are at work today in Caribbean society. He has to find ways of interesting people in the possibilities of change and in understanding the processes of changes. He has also to be a catalyst, bringing people together, the talented person who is outside the civil service as well as the talented person who is in the civil service. Finally he has to establish positive links particularly with sixth form students in secondary schools and university students. The need for contact with them exists not only because these two groups will provide the recruits for the service but also to get some understanding of their way of thinking, of the way in which they are looking at the world. As training officer he will be dealing with them eventually and it would be as well to try and understand now their motivation and their purposes.

Also, the training officer can help to create the kind of climate which attracts professionally trained people. I do not think we are going to solve the brain drain unless we make sure that a community, however small, offers some opportunity for intellectual contact and fellowship between trained and professional people. I suggest that the brain drain is due not only to the attractions of better pay but also to a lack of some sign of appreciation, of some opportunity to play a self-satisfying role in society, and to a lack of intellectual fellowship. The Training Officer has the opportunity of supplying this fellowship by involving others in the community.

I was interested the other day in Antigua to find that there were some 25 to 30 university graduates in the civil service whereas 20 years ago the numbers may have been 5 or 6. In every part of the Caribbean it is possible to find within the civil service and outside of it people who will be glad to be involved in meaningful discussions relative to modernization and social change. This means that a training officer is concerned with more than training programmes in the civil service. He has somehow to devise the means to use and to retain the trained people in our society because they are important to all of us. He has the task of increasing the intellectual ferment and liveliness of the community. This is very necessary in our circumstances. Because of the times in which we live the role of the training officer is considerably enlarged.

Faced with all the problems and opportunities of modernization we need to look at the society in which we work and to try to understand its origins. The training officer, above all, is an educator, charged with the task of enabling civil servants both to do a specific job better and also with enabling them to understand

the society to which they belong. They should understand, for example, how our attitudes were formed by the plantation, African slavery (or in more recent times in Guyana and Trinidad East Indian contract labour) and colonialism. These forces shaped our way of life, and still shape our attitudes. I am not going to try to deal with this in detail. This has been done in an illuminating way in several books that you will have read. They include Eric Williams' Capitalism and Slavery or C.L.R. James' book The Black Jacobins, an extraordinarily able and illuminating analysis of the Haitian Revolution. I suggest you should add to these a recent book by Professor Elsa Goveia on Slave Society in the Leeward Islands at the End of the 18th Century. These three books deserve to be on the shelf of every training officer.

There is no need for me to go over the ground in detail, and I will confine myself to a few general remarks. Let us take the plantation system which is, essentially, a system of exploitation. Established for the cultivation on a massive scale of sugar cane or cotton by slave labour, it was destructive in terms of human life and values. It divided society into two: the plantation owner on the one hand and the mass of workers on the other. That kind of society did not tolerate the establishment of a peasantry. If you look through William's History of the People of Trinidad and Tobago, you will find there evidence of the fact tht any attempt to encourage the growth of a peasantry was bitterly opposed. It was the plantation that mattered. The same thing happened in Jamaica in the years following emancipation, when laws were passed to prevent people from leaving estates and setting up on their own holdings.

One example of the way in which the system of slavery corrupted West Indian society is to be found in the way it destroyed the role of the father. In society the father has certain responsibilities and functions which give life and meaning to the concept of fatherhood. It is the father who protects; it is the father who maintains the family; it is the father who exercises authority and control. These functions of protection and of authority reside in the father, but on the slave estate these were removed from the father and vested in the master. Every function except that of procreation was transferred from the natural father to the master. The whole role of the father was destroyed and I think this still affects us in the West Indies today. The system has gone but the attitudes and influence survive and persist.

Consider also colonialism, the third force to which I have referred. It is not a matter of whether colonial governments provided good laws or bad. The trouble was that colonialism meant the exercise of authority by one people over another, and the result was to destroy the confidence of the subject people in themselves. It also distorted the educational system by basing it on alien models. Thus, in colonial times, secondary education was for those who could afford it, those who belonged to a certain class and not to the mass of the people. In Jamaica and in Trinidad and Tobago we had to wait until the late 1950s to get a rejection of this elitist philosophy and the widening of educational opportunities.

The effect of our past history on education is something that is of special concern to us but we need to ask also what has been its effect on the civil service and on the bureaucrat? In an interesting article in Social and Economic Studies, C.A.P. St. Hill deals with the problems of transitional bureaucracies with special reference to the Commonwealth Caribbean. He points, on the one hand, to the new, very positive, and tremendously enlarged role of the civil servant in the process

of modernization and in the shaping of attitudes, and on the other to the previous undignified, frustrating and corrosive experience of a colonial period: for instance the heritage of paternalism and authoritarianism. Today the civil servant has the task of thinking about, and of implementing the decisions of his nation. He faces the challenge of his own initiative, of responding to the challenge of social change. To this day one gets examples of the old authoritarianism in parts of the West Indies. I am quite convinced that in Jamaica, for example, the postmistress who bosses the public around is simply carrying on a pattern without recognizing the fundamental change which has taken place, that she is now the servant of the public and of the people and not one set in authority over them. The civil service in a self-governing society is now assumed to be the efficient, dedicated servant of the developing society. It is charged with the responsibility of managing the changes required for development and for the continuous promotion of well-being according to national policies. This is not easy. There are difficult problems to be faced such as that of the relationship between senior civil servants and the minister. In the smaller communities especially, it becomes difficult to give advice honestly because differences of opinion are often regarded as hostility. The smaller the community the more personalized these issues become.

I have referred to three forces that have shaped our society, and that still influence our attitudes and our value-systems. The socio-economic environment of the 1970s can be explained, in part, by reference to them: the plantation system based on monoculture, slavery, colonialism. There is another subject which will become increasingly important in the Caribbean in this decade. It is that of race. Throughout the world, and certainly in the Caribbean, there is a growing recognition that race is one of the most powerful and dominant forces at work in our society. Consciousness of race is inescapable. This is especially so in a society like ours where for so long blackness meant inferiority and whiteness meant superiority. For long the social structure in our lands was in the form of a pyramid with a small, white elite at the top and a large mass of black or brown labourers at the base. If somehow we can reach a common understanding on human dignity, if each one of us can find some way of making it clear that the values we stand for are the values of humanity rather than the values of a particular race, then we will have made a long step forward. It is not correct to assume that, because the Caribbean is sometimes called a multiracial society, it is one in which prejudices do not exist. The words of Singham are appropriate: "Black consciousness, if it is to truly liberate the black man, must act as a new type of humanizing social movement in the twentieth century. Unless its positive aspects predominate, it will reduce itself to another form of barbarism, similar to those produced by the white states whether capitalist or communist".

In reflecting on the business of training, we need to remind ourselves that we work with dynamite lying around us, because communication is quick, immediate and world wide. We are in a society which throughout its history has been deeply divided, insecure, uncertain about itself, subject to authoritarian rule. We are at a point in our history where for the first time we have power and responsibility in our own hands. Our success depends in part on the public service; on the civil servant's understanding of his own history and of the special needs of his own people; on his awareness of the forces of change generated by modern technology; on his capacity to motivate and stimulate; and in these circumstances the training officer has a task of the highest importance.

THE ECONOMIC ENVIRONMENT OF THE 1970s

William G. Demas*

This discussion will touch on three extremely wide subjects: first, "Economic Trends in the Caribbean in the 1960s", secondly, the future in the 1970s, and, finally, I shall relate all of this to the problems of civil service administration and training. These are three monumental subjects. I shall try perhaps to over-simplify and condense them. The first subject is relatively easy; the second is, of course, a kind of crystal gazing - one cannot really predict the future; and finally, I know very little about training. I have some views about training, perhaps some pretty strong views, but these views, I must confess, are not based on a great deal of knowledge of the real problems involved.

Let us start with the first part, "Economic Trends in the Caribbean in the 1960s". It is difficult to make generalizations about the Commonwealth Caribbean because, while there are many features in common among the various States of the region, there are quite a few differences, particularly between what one might call the less developed States, the Windward and Leeward Islands, and the so-called more developed States or the "Big Four", Jamaica, Guyana, Barbados and Trinidad and Tobago. So you should bear in mind all along, that what I say about trends in the economies of the Caribbean in the 1960s, represents a distillation of the very wide range of individual experiences. With this caveat in mind, then, how can one characterize the economies of the region in the 1960s?

One can say, first of all, that there have been improvements in the sense of increases in total production and total income, and by and large, one can say the material patterns of living of at least some people in the States of the region have improved. Secondly, all the economies of the region, except perhaps one or two, have been plagued with the problem of unemployment. Not all countries have data on the unemployment situation, but it is safe to say that during the 1960s, in nearly all the States, the percentage of the unemployed in relation to the total labour force increased, even though, in many states, production and the capital income grew quite rapidly. We have to note, not only the persistence but the growth of structural employment. The per cent of unemployed has increased in all the countries represented here except possibly the Bahamas, which is a special case. Thirdly, when you look at what has happened to the various sectors of the economy - agriculture, mining, tourism, manufacturing, government services and other services, many States show that the tourist sector has expanded considerably, particularly in Jamaica, Barbados, Antigua and of course the Bahamas.

The next distinguishable trend is the growth of activities in the manufacturing sector in what one might call the more developed of the States, that is, the four independent States. In Jamaica and Trinidad and Tobago for example, the manufacturing sector accounts for something like between 16 and 17 per cent of the gross domestic product, and this represents a considerable increase in the share of manufacturing in the economy when compared to say the 1950s. However, there has been very little expansion of manufacturing activities in the so-called less developed States, that is to say, the Windward and Leeward Islands.

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Another trend of importance is what has been happening in agriculture in the economies of the region. The story of agriculture is not a very happy one so far as the 1960s are concerned. In nearly all the countries of the region, I think it is safe to say in all, agricultural production has not done very well particularly agriculture producing foodstuffs and livestock products for the domestic market. As you know, one can divide agriculture in the West Indies into two kinds: export agriculture - the production of the basic staples such as sugar, bananas and citrus - on the one hand, and on the other, what one might loosely call domestic agriculture - the production of things like root crop, vegetables, legumes, milk and so on. There has been stagnation particularly in the domestic agricultural sector, and this sector has grown, if at all, only as fast as the growth in population. In other words, there has not really been any kind of breakthrough or transformation of domestic agriculture in the region in the 1960s.

In most of the States of the region, the public sector has grown quite rapidly; in terms of its contribution to total economic activity. If one looks, for instance at Trinidad and Tobago, one would find a tremendous expansion of employment in the public sector, including the normal civil service, as well as public utilities and other sorts of governmental activities. The growth of the public developmental sector is a trend that has characterized all the States.

Let us now move on to yet another trend in the region, the rapid growth of population or rather, rate of growth of population and of the labour force. In most cases, the labour force has been growing even faster than the population, for the obvious reason that the growth in the labour force depends not on what is happening today, but on what happened or failed to happen 15 years before; it is because of either our omissions or commissions 15 years ago that the labour force grows at the rate at which it is growing today. We all know about the population problem in the West Indies and I would not elaborate fully; but there has been the beginnings of a reversal of the trend in the second half of the 1960s. The birth rate started declining in Barbados before it started declining in any other States, but in Jamaica and Trinidad, particularly in the last few years, there has been a very noticeable tendency for the birth rate to decline and even for the absolute number of births each year to be less than the preceding year. This is in part due to governmentally sponsored family planning programmes. It is also due, perhaps to a greater measure, to the voluntary efforts of people to limit the number of births. This is, in my opinion, a very healthy trend. Of course it would not have its full effects until another 10-12 years or so, because as I said earlier, the labour force is determined by the number of births in the year X minus 15; so we have to wait until the 1980s to see the full impact of this noticeable tendency for the birth rate to decline.

At the same time, there has been an appreciable amount of emigration, particularly in the second half of the 1960s. Emigration is now more to North America than to Britain. In the 1950s, emigration was largely to Britain, in the late 1960s it was predominantly to the United States and Canada. This does help to keep down the rate of growth of the labour force. To the extent that it is the people in the working age group who emigrate, to that extent the growth of the labour force is reduced.

A final trend that I would like to mention - not so much a trend in the economies of the states, but an institutional development - is the attempt to create a new framework for economic co-operation and integration in the area. We had the beginnings of CARIFTA, the Caribbean Free Trade Area, in 1968 two years ago, and of course it is too soon to evaluate what the effect of CARIFTA had really been.

This is a quick bird's eye view of what has happened to the economics of the region in the last decade. Let us recapitulate. There has been an increase in the standards of living of quite a few people in the States of the region because total production and average per capita income have increased. Second, the problem of unemployment has become more intractable. Third, there has been rapid expansion of the tourist sector in several of the States of the region. Fourth, in the so-called more developed States, that is, Barbados, Jamaica, Trinidad and Tobago, Guyana, there has been a fairly effective rate of growth in the manufacturing sector. Next, the agricultural sector, particularly that part of the agricultural sector producing food for the home market, has not done very well at all. At the same time, in all the States, there has been expansion in the public sector and finally, our birth rate has been high, but during the last few years there has been some tendency particularly in the bigger states for the birth rate to decline and even for the absolute rate of births to fall. So much then for a bald summary account.

Let us now try to make a crtical evaluation of these trends. Let us try to assess to what extent the basic problems of the economics of the region have been resolved. It is difficult to say that one is any nearer to a basic resolution of the structural problems of the economics of the region. While it is true that the growth of the domestic product, that is the total amount of business and service produced, has increased, while it is true that the capital income has increased, several questions arise nevertheless. One important question is the performance of the agricultural sector. The agricultural sector has not performed particularly well, and this has led to mounting bills for import of food in all the countries of the region. It has also led, if anything, to a widening of the gap between the incomes earned from agriculture in rural areas and incomes earned in other sectors such as manufacturing, mining and tourism. In other words, it has led to a certain amount of unequal distribution in the societies.

When we look at the manufacturing sector we see that in many instances many industries depend on the import of raw material, inputs and other components. Some of my radical friends describe this process as one of "setting up finishing touch industries". That is a correct formulation of the problem because only the very last stages of production are done in many cases. A disquieting fact is the big difference between the gross value of producitor of the manufacturing enterprises and the value retained by the economy. One contributary factor has been the import of raw material inputs and other components. The second has been a leakage of foreign profits and dividends abroad because many of those industries have been established by foreign concerns and to that extent, profits, dividends and other returns to capital leave the country, thus reducing the value retained in the economy. Finally, to point critically at the performance of the manufacturing sector, the most important point to note is that these new manufacturing industries have not created much employment in relation to the money invested. In Trinidad and Tobago, for example (I know the figure of this country) in the manufacturing sector, the average capital cost for a new job is $TT 25,000. This is a tremendous amount of capital required in relation to the extent of the unemployment and underemployment problem.

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I do not want to go into much detail, but suffice it to say, that the problem of the limited employment absorbing capacity of modern manufacturing arises from the nature of the technologies used. We use the technologies which are developed in North America and Europe, technologies which try to economize on labour because in nearly all of these countries labour is scarce. Therefore, in trying to make practical innovations to reduce costs, attention is directed towards reducing labour requirements. The technologies of the time become more and more capital intensive and the Caribbean countries, like other countries of the third world, simply import these technologies. We are not very selective, and this applies both to the public sector and the private sector. This is not going to get us very far with the employment problem. In fact, one can go so far as to say that the most the present type of manufacturing industries being put up in the area can do is to help the balance of payments, and possibly, to provide income, but not to provide employment. There is another point in relation to manufacturing; there has not been any spectacular increase in many of the States in exports of manufactures. One of the important indices as to whether a developing state is really beginning to resolve its sectoral problems is the extent to which manufactured goods increase its share in total exports. This has not been happening significantly in the Caribbean countries, although from some recent data, I see there has been a fair amount of diversification of exports from Barbados. Barbados, just about six years ago, had about 95 per cent of its visible exports occupied by sugar and molasses. The figure has dropped appreciably because now I think it is about 83 per cent which shows quite a rapid increase of exports of manufactures; one difficulty which is quite prominent is the restrictions being placed in the markets of the advanced states such as Canada and the United States on exports of labour intensive products such as garments and textiles. This is a big problem which I would not go into to any extent.

In the tourist sector, one finds that it would have had an even bigger effect on both employment and the domestic economy, if more of the inputs, the things required by the hotel and the tourists were made available locally. One finds that a large percentage of the expenditure of toursts has to go on imported goods. Instead of the hotels and other tourist facilities buying things like local food and local handicraft, even local furniture, in far too many instances, these supplies have come from abroad, so that the gross expenditure of tourists is not the same as the net income retained by the country. There is considerable leakage outside as a result of expenditure on food and other supplies, and as a result of profits remitted abroad because, in many cases, the new hotels, especially the big luxury ones, are foreign owned. As in the case of manufacturing, there has been a big gap between the gross production of this sector and the income retained locally.

A point which is relevant to an evaluation of what has occurred in the 1960s is that from the very beginning, the economies of the Commonwealth Caribbean countries were highly dependent of external forces. In fact, one can go so far as to say that there have never been national economies in the Commonwealth Caribbean in any meaningful sense. The Commonwealth Caribbean were the first, of all the so-called under-developed countries of the third world, to be completely controlled and dominated by foreign investments. Things have changed somewhat over the last 300 years, but by and large, the key sectors of the community are still controlled by external forces. This has remained very much in evidence in the 1960s. We have had expansion in tourism, we have had expansion in manufacturing in the States producing minerals - Jamaica and Guyana, bauxite,

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Trinidad and Tobago, oil - but in all of these cases, expansion has occurred under the aegis of large international corporations. There are few significant signs, as yet, of new national economies being created. In other words, we still depend very largely on what people outside do rather than what people in these states decide to do. There is another aspect of external dependence, that is, dependence in respect of product markets for the principal agricultural exports of the region, sugar, bananas and citrus. These three commodities still depend for their survival, not on just preferences alone, but on special marketing arrangements in the United Kingdom.

This, clearly, is a sign of structural weakness; the fact that one has to depend on these politically negotiated favours to sell one's principal agricultural exports. The problem is said to arise, largely because West Indian production in all of these three commodities is high cost in relation to the cost of production of competitors in other parts of the world. There have been other forms of dependence on the external world; I think I should also mention foreign aid. Some of the Leeward and Windward Islands, the less developed states of the region, depend on outside countries not only for finance of the capital expenditure, but also for meeting part of the recurrent expenditures.

The region has been dependent on the outside world, as I said earlier, for emigration outlets for labour. One should be careful in looking at this whole question of emigration. In our own circumstances, given the type of people emigrating, especially to North America, the process is very much a double-edged sword. On the one hand one can say that it relieves pressure on the local labour market, but on the other hand, and I think this is much more important, it represents a loss to the country (a) because many of the people who migrate are not really unemployed, and (b) these people have been trained at the expense of the state from the time that they were five or four years of age; some of them went to the University. This represents a tremendous capital investment by the state in training them. To the extent that they go away and apply their skills in metropolitan countries, it means that Caribbean countries are exporting capital to metropolitan countries - a rather perverse movement of capital. There are very bad psychological effects to adopting this kind of outward movement as a policy for relieving unemployment. It means that most boys and girls growing up in the states of the region tend to look outward rather than inward. They tend to wait upon the time when they can simply get out of the country. If the perspectives of the youth are really fixed on getting out, more often than not to go to a metropolitan ghetto, one can hardly build anything meaningful in terms of a national economy or a national society if one inculcates in young people this kind of perspective. If, however, it were possible to have a somewhat different kind of emigration where a lot more unskilled people emigrated, then, that would be perhaps of some positive assistance; but this is not in our hands. The metropolitan countries who receive our emigrants only want skilled people or professional people. This is just another aspect of the way in which economic relationships between the developed countries and the countries of the third world have built into them certain factors which weaken the economies of the third world and strengthen the economies of the more developed countries.

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So much then for these critical evaluations of the trends in the Commonwealth Caribbean colonies in the 1960s; speaking broadly, the aim was really economic growth; but, in the Commonwealth Caribbean, economic growth is not the same as the expansion in employment opportunities or the reduction of unemployment. This phenomenon does show that the countries of the third world are really undergoing an essentially different kind of process of transformation than the ones undergone in the eighteenth and nineteenth centuries by the more developed countries. Economic growth then had a high employment creating capacity but today, because the technologies we use are derived from Europe and North America, economic growth has very little direct employment creating capacity. Clearly, Governments will have to do a lot more directly about the unemployment problem. It is fairly obvious that if nothing is done, the societies will explode - literally.

Next, I think it is safe to foresee a bigger role for the public sector both in terms of broad economic policy and in terms of actual involvement in productive activity. Let us take the first point first. Everyone knows that the more developed and complex an economy becomes, the more need there is for governmental management of economy in the broad sense of a fiscal policy, a monetary policy, a financial policy and so on. This is almost a law of economic development which is independent of the particular shade of political opinion which the Government upholds. It will become more necessary to extend the role of government in terms of what one might call a national management of the economy. I think, myself, that in order to push economic and social transformation in the states of the region, and in order to encourage local decision making in economic matters, the Governments themselves will be forced really to play a much more direct part in productive activities, as distinct from infra-structural activities.

Thirdly, there may well be some attempt to integrate both tourism and manufacturing much more with the regional economy; that is to make them more dependent on locally supplied inputs. In addition, and here I may be indulging in wishful thinking, it is conceivable that in the 1970s the Governments of the region may think much more seriously in terms of an incomes policy as a means of assisting with the employment situation. One should be clear here. One needs an incomes policy in countries like Britain, France, or the United States of America, for quite different reasons from those which justify an incomes policy in countries like the Caribbean. The basic problem in relation to an incomes policy in the Caribbean is, on the one hand, the tremendous differences in productivity between different sectors of the economy, and on the other hand, the pressures the trade unions are able to exert to generalize some of the high wage rates prevailing in the most productive sectors such as the mineral sectors. This is really an important cause of the unemployment problem in the States of the region. It seems to me that there is not much of a chance of making any serious inroads into the unemployment of the region until one really tackles this problem.

An incomes policy is an extremely difficult problem to tackle, difficult in terms of getting the proper statistics in the form required for formulation of the policy; it is also very difficult politically, because it means that different powerful interests have got to be reconciled with the interests of the wider society. Moreover, it involves more than wages; one would have to do something about profits and prices. These are very difficult technical problems. Nevertheless, it seems that unless one can do something basic about this untoward situation arising from enormous differences in productivity between different sectors of the community, one will not get very far in substantially alleviating the unemployment problem.

I have not said anything about economic integration. One will have to wait and see whether people in the Caribbean are bent on serious and meaningful economic integration.

The major implication of these observations for the administrative systems seems to be as follows:

(a) A bigger public sector both in the sense of the general civil service and in the sense of more public or semi-public productive activity. Substantial expansion may come in para-governmental public utilities and industries and probably financial institutions;

(b) One can probably predict, fairly firmly, a trend towards the great adoption of business management procedures and techniques even in the general civil service. The computer seems to be here to stay. The computer is bound to make more and more inroads into decision making in the public sector;

(c) One can anticipate the introduction of other techniques such as programme budgeting. I think the Government of Jamaica was the first to introduce this technique (it was introduced in the last budget). Programme budgeting is bound to come to replace the nineteenth century system of budgeting which we now have;

(d) There may well be greater emphasis in terms of governmental activities on agriculture and integrated rural planning. This will call for more economists, more agricultural extension workers, more rural sociologists, more people in community development closely related to agriculture and so on.

(e) A need may arise for some strengthening of local governmental structures and the decentralization of the central government administrative activities. With the growth of local government activities will arise the classical problems of co-ordinating decentralized activities.

At this point one can only formulate the problem, one cannot spell out solutions; solutions depend on concrete circumstances and day to day decisions.

So much then for the broad implications of these forecasts. Now, what role can training play in helping to gear administrative officials towards these changes? It is necessary to distinguish between two meanings of the word "training" in this context. There is technical training, and there is on-the-job training. By technical training, in this context, I mean all the formal studies which fit someone for a particular post in the public service. For example, doing a degree in agriculture may be technical training for an agricultural extension officer. It is pretty obvious, that the public sector will need a lot more engineers, a lot more agriculturalists, a lot more management accountants, a lot more people trained in computer science, and so on. There must be a great deal of emphasis on training in these fields.

The question that is more relevant perhaps to your concern is what kind of inservice training, you need to provide to gear people to higher levels of performance, once they have been admitted into the public sector. I have some suggestions to make. An obvious one is refresher courses for civil servants. These courses are valuable only if the person has got time off to reflect. In

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other words, the longer the refresher courses, the better it seems to be from an educational point of view. Secondly, I can see the need for administrative officials being attached to local Government authorities or being attached to rural areas as part of their training, so that they would not be merely sitting down in a central office in a large town and trying to say what is good for the country as a whole without first hand experience of activities, in rural areas. This kind of background of actual field experience for at least one year, possibly two years, should be compulsory for all people in the administrative, technical and professional grades of the civil services of the region.

To the extent that regional co-operation and integration grows, the interchange of personnel among the governments of the region by temporary attachments of experienced officials would be very valuable to decision making. If we are fortunate, and there is more meaningful integration in the 1970s, national decision making would entail more and more regional consideration.

One question is, how can this kind of training be organized? Should it take the form of what one might call "trips abroad" to metropolitan countries or should it be regionalized? As far as I am concerned, the answer is definitely the second, as I said before, West Indians copy far too much, we are always copying from what other countries are doing. I think myself that this kind of in-service training programme, if it is to be of any value, must take place within the country or at least within the region. It is time that we started reflecting on our own problems, and thinking up solutions to them, exchanging ideas with the people in similar positions, in other Governments, in Governments of other countries of the region and at times to devise our own particular solutions.

Finally, in my view, training programmes for personnel in the public sector in the Caribbean do not have very much value unless they are really related to the long term objectives of the countries. These objectives may be economic, social, political, or institutional; and a special attempt ought to be made over and above the training in administrative techniques, to make people in the public sector understand society, understand the economic aspect of the society, understand its history and understand the long range objectives of the particular governments in power. Civil servants should have a much clearer understanding of policy, they would not, when working on the job, be making decisions in a vacuum, or worse yet, not making decisions because they do not know what the policy is. It ought to be one of the main purposes, quite apart from other technical aspects of civil service training, to give civil servants as clear and comprehensive an understanding as possible, of what are the broad policy objectives of the governments of the day. Only if they really grasp these objectives will they be in a position to function properly in terms of day-to-day decision making.

ADMINISTRATIVE ENVIRONMENT OF THE 1970s

Urias Forbes*

The focus in this paper is exclusively on public administration in contradistinction to the pattern of administration which is characteristic of the private sectors of the Commonwealth Caribbean communities. Public administration is taken to be esentially concerned with the structure of the apparatus designed to accomplish the goals indicated by politics, and with the internal working of the apparatus, having regard to the complex of social forces which impinge upon its operations.

The forces of British colonial history have operated in such a way as to have left their imprint upon the existing administrative system; but perhaps more significantly they have also operated to mould attitudes and patterns of thought so that in any attempt to adjust or redefine the current systems to meet the changing social demands, the British model is inevitably the main reference source. Notwithstanding the apparently bold departure of Guyana in the establishment of a "Co-operative Republic", this contention still holds true.

British administrators of the past, in espousing the adoption of the Westminister-Whitehall model, appeared not to have been sufficiently sensitive to the respective scales of operation in the home country and in the Caribbean colonies.

Apparently there was an underlying assumption that the same model of administrative organization which evolved in the historical setting of a dominant European polity, could be reduced in scale, without limiting its usefulness, to suit the requirements of a few thousand people in a different set of circumstances economically, socially and culturally. The fact that tiny Montserrat, comparable in size to one of the small British towns, is today well set on the road to acquiring all the accoutrements of the Westminister-Whitehall administrative establishment, notwithstanding the gross inadequacies in the human financial resources required, suggests such an assumption.

Turning attention to the design of the administrative structures of Commonwealth Caribbean Governments, one finds that their blueprint is based on the cabinet system of government. The underlying postulates of the cabinet system of government which impose constraints on administrative action are:

(a) The concept of primus inter pares;

(b) The ideal of answerability of political accountability for operational activities; and

(c) The dominance of the executive over the legislature.

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In structural terms, the concept of primus inter pares has expression in separate and supposedly independent ministries. This feature of the Westminister-Whitehall model fits incongruously within the small social systems which characterize the eastern Caribbean. The ministerial system accentuates the artificiality of division in the closely interlocking functions entailed in the accomplishment of social objectives especially in small communities where the available talent (political and administrative) is in patently short supply, and maximum utilization should be a crucial consideration in its deployment. To make the point differently, it is nonsensical to proliferate administrative agencies under a ministerial system without the staff with the competence to man them efficiently.

That the ministerial system in the Caribbean works badly is attributable firstly to the unrealistic relationship between the array of talent required to run the system; moreover the current and projected training facilities and opportunities do not portend any substantial amelioration in the near future. Secondly it is attributable to a state of financial liquidity which makes autonomous operating strategies meaningless, particularly in those small territories of the eastern Caribbean which are grant-aided to meet their recurrent budget. The limitation of funds means that the planning and execution of even routine administrative measures must be carried out under the surveillance of the Ministry of Finance and in some instances subject to the attitude which might be taken by officials of the British Ministry for Overseas Development. The practice of reservation of funds on the authority of the Ministry of Finance further underscores the fiction of ministerial independence. There are no signs to indicate that an impressive list of ministries and ministers will not continue to be a feature of administrative scene during this decade.

In addition to the overshadowing role of the Ministry of Finance, the towering position of the prime ministers and premiers in their roles of charismatic leaders in the context of a system of mass politics further reduces the meaning of the ministerial system and the concept of primus inter pares in the Commonwealth Caribbean. When the dominating position of the head of the Government is combined with his own appointment as Minister of Finance (a practice which is not unusual) the falsehood of the contention of independent ministries becomes patently obvious.

The ideal of political accountability for administrative activities adds its special contribution to the creation of the atmosphere in which administration in small jurisdictions proceeds. It is a convenient cover for detailed and unwarranted partisan political intervention - in some instances almost to the point of obstruction - in what should be routine operations. The tendency for ministers to become involved in minutiae is explainable in part by the scale of operations and in part by the tendency for the average minister to conceive his own role in the administrative system by reference to the colonial officials whom he has succeeded, notwithstanding the fact that his role in the decision-making process vis-à-vis that which the colonial official performed is conceptually different.

A further possible explanation for detailed ministerial intervention is the reluctance of practising senior civil servants to accept responsibility for decision-making, especially where their careers can be adversely affected by

political disfavour for their mistakes. Moreover, nurtured in a colonial system in which their significant decision-making was outside the area of responsibility of local personnel the present abdication of decision-making functions does not constitute a generally distressing experience for the newly created local administrators.

The impact of all this is that the history of the ministerial system is a history of malfunction; the structure has been skewed to such an extent by operating practices that congested bottle-necks at the ministerial and cabinet levels are the inevitable results. A great deal of routine forms the subject of serious cabinet deliberations.

The dominance of the political executives over the legislature which the model accommodates has facilitated the continuation of a trend towards authoritarian procedures, typical of the colonial past, into current administrative practice. The membership of the political executive in relation to the membership of popular legislative body is in certain instances such that the office holders by themselves comprise a majority or at least come very close to doing so, thus rather formalistic deliberations on, and the automatic passage of legislation is assured. This is especially true when one adds to this a tendency of the mass parties in these societies (where the large labouring classes are highly differentiated from the much smaller upper segment) to return large majorities on the basis of the personality of the leader rather than on the basis of recognized issues.

Taking an over-all view of administrative style set by the political executive, the trend seems to be in the direction of twisting the supposedly democratic processes of the legislative system to fit into an authoritarian mould inherited from the past, and in a particularistic mould for the convenience of partisan interests. It is a moot point whether the current inclination towards a strong executive under the direction of a charismatic leader would continue for any length of time into the future. It is also a moot point whether a strong executive provides the best structural framework for the type of administrative action required to bring about the radical social transformation which is an obvious requirement of the 1970s, having regard to the existing distribution of resources and the increasingly vociferous demands of a rapidly expanding population. A point also to be considered is whether the predilection of the Caribbean to look outward for standards by which to pattern the style of living would permit complacent acquiescence in authoritarian practices in the current decade.

In discussing the ecology of public administration, the Caribbean, G.E. Mills writes:

> "Indeed at certain levels the /British/ influence is at best superficial, and political and social life is characterized by an inarticulate and apathetic public opinion, apathy and non-participation of the masses and authoritarian/submissive attitudes reflected in a dependency syndrome". 1/

1/ G.E. Mills, "Public administration in the Commonwealth Caribbean: Evolution, conflicts and challenges", Social and Economic Studies, vol. 19, no. 1 (March 1970) p. 8.

In recent months, particularly in Trinidad and Tobago, it is becoming increasingly evident that it is necessary to make a distinction between the acquiescent and compliant older generation and the exuberant and demanding youthful components of Commonwealth Caribbean societies. In the event it turns out that the administrative organizations are too inflexible, too hidebound to respond to the new challenges for meaningful involvement by the youth, the administrative structure would either be destroyed by force or would have to be propped up on the points of bayonets.

In order to discern the cumulative effect of the range of social forces which influence behaviour patterns in the Caribbean administrative setting, it is necessary to draw what must be a highly stylized picture of the potencies of existing forces in the social system.

One very obvious feature of the social systems in the Commonwealth Caribbean is their smallness and comparative isolation, not from ideas purveyed through the mass media, but from the dilution of social groupings as a result of infiltration from outside the society. The expansion of numbers which has taken place in these territories is the result of natural increases. A second feature of the society to which attention should be drawn is its cleavages. Social groupings, exist in relative isolation from each other and are distinguishable from each other on the basis of economic privileges and opportunities, colour, politics, race and in some instances, religion.

The socially underprivileged masses, composed of a low income, low status folk, for the most part dependent upon wages as unskilled operatives, are the most significant element in the society, especially in Jamaica, and Trinidad and Tobago, where there is a high component of unemployed youths in this group. Two pertinent aspects of this social group are its relatively high level of mass political mobilization and its high propensity to consume social goods and services. In fact the political mobilization of this group is directly related to the nature and level of its demands. Political leadership means, as a corollary, continued identification with endeavours to satisfy the demands of this group. The politics of the moment is the politics of the under-privileged masses.

The existing lines of social distinction within these small societies help to accentuate the existence of cleavages and to project a picture of the intense factionalism which is not unusual in small communities. The implication which this stratification of social groups has on the behaviour patterns within the administrative system may be gleaned from the type of interpretation which is placed on the behavioural prescription of the existing Westminister-Whitehall model. A presumption of the model is universalistic recruitment criteria, that is to say objective standards of merit in recruitment rather than recruitment on a basis of political connexions or patronage. Two other presumptions, a corollary to the first, are anonymity and neutrality.

In small communities there is a strong tendency to base assessment of one's associates, business or otherwise, on personal knowledge derived in some form of direct social relationship. Burton Benedict draws attention to the "multiplex" relationship of small communities and observes that "the same individuals are brought into contact over and over again in different activities.... Impersonal standards of efficiency, performance and integrity are modified by myriad

relationships connecting the persons concerned". 2/ Who a person is in the social scheme of things weighs more heavily than how he performs. Accordingly in recruitment to the bureaucracy there is a tendency for politicians to insist on their personal knowledge of the candidates as a criterion for selection, or to favour candidates with some form of connexion with the political machine such as it is. By the same token, candidates are suspect because of a failure to identify with the party; it is a scheme of relationship which recognizes no neutral position. The end result for the bureaucracy is that in these small, poor societies, the pool of administrative talent available to the bureaucracy is reduced by reluctance of the better-educated conservative elements to make positive overtures to the politicians in office. This conservatism is reinforced by the system of education of the middle class which fosters externally oriented political value systems. Accordingly, in the current decade, civil servants, nurtured in the old colonial tradition to respect the principle of merit in recruitment, would find themselves in a quandary as to whether or not they should conform to the "new political morality". The situation is one which leads to considerable frustration and conflict within the administrative environment in the short run at least.

A great deal of what has been said about the principle of merit is relevant to an understanding of current attitudes to neutrality in the civil services. As political objectives become more and more oriented to radical social change which the nature of mass politics suggests is inevitable, the role of the middle class bureaucrat with his conservative leanings is likely to become more and more suspect and positive identification with the party in power is likely to become more and more a prerequisite to holding office.

As regards anonymity, the dynamics of informal communication in small social systems have always threatened its realization as an operating standard. The tendency to reserve an inordinate proportion of routine decision-making for the cabinet may well be in part a reaction to the high visibility of the performance of individual civil servants in the decision-making process. This is not to say that the deliberations of cabinets are themselves entirely secret. 3/

Conclusion

What I have attempted to indicate is that in the Commonwealth Caribbean during the current decade, administration in the purely formal and superficial aspects of the system has been conditioned by the heritage of the colonial past. The establishment of autonomous jurisdictions under the headship of charismatic leaders inclined to personalized rule is a concrete situation which does not yield readily to change.

The image and superscription of the Westminster-Whitehall model is likely to be preserved since the formal prescriptions of the model do not amount to serious constraints upon the principal actors - the politicians. To urge

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2/ Burton Benedict, (ed.), his own contribution "Sociological aspects of smallness" in Problems of Smaller Territories (London, The Athlone Press, 1967) p. 17.

3/ The author witnessed a cabinet paper being read at a public meeting by an opposition party.

changes one is likely to find a cavalier disregard of "correct" behaviour which is subsumed in the model. Ostensibly independent agencies such as public service commissions, constituency boundaries commissions, and electoral offices, the props of the model, are likely to experience the impact of a social system in which neutrality does not flourish naturally.

PUBLIC PERSONNEL SYSTEMS IN THE COMMONWEALTH CARIBBEAN

Joseph Rajbansee*

The purpose of this paper is to examine the mechanics and dynamics of public personnel systems in the formally independent and existing territories of the United Kingdom in the Caribbean, to determine what exists, and the bases of its strengths and weaknesses. Basic difficulties present themselves when anyone attempts to generalize about the region's public employees and systems. Despite the common English heritage, the multiplicity of forms and patterns of personnel make it necessary to concentrate on the general, the unique and the new. It has been found necessary also to exclude detailed treatment of administrative systems, management techniques and the functioning of staff associations and unions.

Personnel systems of the region operate within the framework of the Westminster-Whitehall system of government. The existence of this form of government means that the civil servant is affected by a combination of considerations. He is expected to serve different political masters with loyalty to his best ability, and he is required to support completely in all its diverse aspects any policies decided upon by the representatives of the people. Because of his accumulated experience through continuity in office, he must have an informed opinion on contemplated actions and he must be willing to advise his ministers frankly. Sensible, creative and courageous advice must come then from the civil servant on how to overcome possible pitfalls in the design and implementation of government policies. All policies must be implemented and this implies managerial competence at the staff, technical and line-function levels.

To provide a framework for and to manage the personnel functions, the West Indian Governments have resorted to a number of organizational forms and devices. These are located in the Prime Minister's Office in Barbados, in the Ministry of Finance in Jamaica; in the Ministry of Home Affairs in the Bahamas; or a separate ministry may be established as the Ministry of Public Services in Guyana. All of these governments, however, have one institution in common, a Public Service Commission serviced by a personnel office. Three of the leading organizational manifestations are discussed below, with summary statements on the other institutions. Guyana's Ministry of Public Service is discussed, since it is a recent innovation.

The Public Service Commission: The main duties of the Public Service Commission lie in appointments, transfers, promotions, discipline, the selection of staff and the awarding of study leave and scholarships. In all the Associated States and independent States it has executive functions, whereas in the existing colonies it is largely advisory, or advisory but in charge of one or two functions, for example, in the Bahamas it is advisory but in charge of discipline and transfers. The body is serviced by a secretariat called the Office of the

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Service Commission staffed by civil servants who prepare and process all matters for submission and consideration to the commissioners. The head of the secretariat is called either the chief personnel officer or the director of personnel administration (except in the small islands where he is the chief establishment officer). His role is to advise the Commission in the execution of its duties.

The provision of a Public Service Commission is under sections 95 and 96 of the Guyana Constitution. The members of the Commission are appointed by the Governor on the advice of the Prime Minister and after consultation with the leader of the Opposition. The view of the Staff Association is taken into account in the appointment of at least one of the three to five members who constitute the Commission. The intention behind the establishment of the Commission is to ensure the highest possible standards of integrity and impartiality in securing careers of incumbents from political interference, to give treatment to all and sundry on the basis of merit, and to protect civil servants from other civil servants. To achieve these aims, the Commission is so composed as to command the confidence of the service and the public. Special conditions have been laid down for the appointment of Permanent Secretaries. In this case, before the Governor-General acts on the recommendation of the Public Service Commission, he must consult the Prime Minister who may once require that recommendation to be referred back to the Public Service Commission for reconsideration. If upon reconsideration the Public Service Commission submits a different recommendation, the same process of selection has to be repeated.

There are several other Commissions appointed under similar terms of reference for the appointment and control of public officers in the public service. Power to appoint personnel for the Judicial and Police Departments is vested in the Governor-General acting on the advice of the Judicial Service Commission and the Police Service Commission respectively. In Jamaica, appointments to local Government authorities are made on the recommendation of the Parish Councils Service Commissions except in the case of the Kingston and St. Andrew Corporation (KSAC) where appointments are made on the recommendation of the Municipal Service Commission. The KSAC or Parish Councils can ask for reconsideration on any appointment, but any consequent recommendation which the Commission may make is binding. In Trinidad and Tobago, appointments to the City and Borough Councils are made by the Statutory Authorities Service Commission, but the County Councils are considered branches of the Ministry of Local Government and as such, appointments of officers are made by the Public Service Commission.

Since the chief personnel officer's duties are closely related to those of the Commission, it might be useful to consider them here. Barbados represents one of the best examples of this close relationship. A description of some of the highlights of the chief personnel officer's duties would give some ideas of the functioning of this agency. In brief, the chief personnel officer has the administrative responsibility for selection, appointment and discipline of government personnel. In carrying out this responsibility he:

(a) Examines papers dealing with appointments, discipline and training and submits his advice to the Commissions (i.e. Public Service, Police Service and Judicial and Legal Service Commissions) either in writing or orally. In addition he attends meetings of the Commissions when required to do so.

(b) Conveys the Commission's advice to the Honourable Prime Minister and Governor-General;

(c) Implements decisions by issuing letters and memoranda on directions of the Governor-General and on behalf of the Governor-General;

(d) Is a member of the Teachers Selection Board dealing with appointment to and promotions in the Teaching Service;

(e) Authorizes suspension of personnel on behalf of the Governor-General for disciplinary offences.

The Establishment Division: In the small islands except for duties performed by the Public Service Commission, all other personnel functions fall within the jurisdiction of an Establishment Division. This body is responsible for the determination of what posts are to be available in the Service, and the qualifications necessary to fill these posts in the various ministries and departments. It designs and administers programmes relating to the conditions of service, salaries and allowances. It is also responsible for the preparation and interpretation of general regulations, that is, staff orders. Directly related to personnel are its duties of staff inspection, staff allocation in terms of the establishment of new branches, the provision of additional staff, and the upgrading of posts.

In its relationship with ministries, departments and other bodies, the Division now functions as a self-contained office. Much of its business requires ministerial, cabinet or parliamentary approval before it can be implemented. Pensions, leave passages, salaries, amendments to the travelling schedule, the creation of additional posts and the regrading of posts are all governed by legislation. The Division is therefore constantly involved in the preparation of submissions to the Cabinet, in drafting subsidiary legislation (orders, regulations etc.) for vetting by the Legal Department and in seeking legal opinions on various aspects of its activities.

The Public Service Ministry: In 1967 a Public Service Ministry was created in Guyana to perform all personnel functions not undertaken by the Public Service Commission. Four divisions were created to provide management services to fill training needs, to provide personnel services and to provide inspectorate facilities. The Ministry functions under a permanent secretary, who, apart from over-all responsibility, works closely with training and personnel services, and a deputy permanent secretary who co-ordinates the work of the inspectorate and management services.

The three organizations discussed so far include within their functions all the related aspects of a personnel programme. Certain institutional peculiarities of personnel in the various islands must be noted however if a comprehensive picture is to be obtained. Training is carried out under the widest variety of circumstances. Trinidad and Tobago has a Training Unit and a Training Administration Division under a director of training. The former does in-service training while the latter services programmes as determined by the Ministry of Planning and Development. The Director of Training reports with the Heads of Industrial Relations and Conditions of Service to a division chief personnel

officer in charge of the personnel function. Training in Barbados is under the jurisdiction of a permanent secretary. In Jamaica it is part of the Establishment Unit competing for attention with the Organization and Methods Unit and the Staff Inspection Unit.

Staff relations used to be handled in most jurisdictions by Departmental and Central Whitley Councils, but new provisions are being devised to deal with this aspect, for example, the Industrial Relations Division and the Joint Consultative Committee in Jamaica and the Special Tribunal of the Industrial Court in Trinidad. Apart from these bodies the central planning body in Jamaica has two units directly involved in personnel work: the Manpower Research Unit and the Pay Research Unit. Jamaica's Project Evaluation Unit and the Personnel Development Unit and Trinidad and Tobago's Special Adviser to the Prime Minister to expedite civil service matters could also conceivably become involved in the personnel programme of these countries. Several other bodies exist who assist in the institutionalization of the personnel function. These include the foreign and local universities who contribute training and technical know-how to the region, and international, regional and foundation agencies who do likewise.

The personnel system does not operate in isolation. Its effectiveness and worth can only be measured in terms of how successful it is in overcoming the challenges presented to it by its environment. Writers on development administration see the personnel system as the mainspring in moving the state away from simply exercising a law and order function to one of promoting social and economic justice.

In the West Indian scene this change is fraught with numerous difficulties owing to the peculiar nature of our environment. A few of the existing challenges listed below should illustrate this.

(a) The unemployment median for the region is about 20 per cent and the underemployment position stands at about 25 per cent;

(b) Compared with the developed states, labour productivity is extremely low; in addition, the new militancy of labour fostered by national consciousness and its bargaining power as a result of its trade union association, bring into the region several special problems to be reckoned with;

(c) A high emigration rate of skilled labour exists;

(d) A dual economy, inflationary tendencies, and a young labour force could prove the basis for continued challenges to the ingenuity of public leadership.

Throughout the region there is an increasing awareness that something needs to be done about the civil service. The public opinion in several of the states is inclined to blame the inability of the political leadership to bring about social and economic transformations on the inability and unwillingness of the personnel in public bureaucracies to perform on behalf of the public. The integration of the evidence leads the author to conclude the following to be the key factors. These are:

(a) Neither the policy makers nor the civil service leadership seems to be sufficiently concerned or capable to conceptualize the internal or external problems and tackle them at their boundary areas;

(b) Little reward or effective punishment exist for either those who are inclined to work hard or to backslide;

(c) A poor system prevents the interested few from fully understanding what is going on and the civil service itself from maintaining any high standards it may have had;

(d) Low status and internal conflict cause able workers to leave and cause other talented individuals not to join, thus the service is unable to compete and tends to disintegrate in the face of challenges;

(e) A lack of managerial competence in the upper and middle levels leaves the service in a vulnerable situation.

In many cases the personnel managers have been unable to see how their function relates to a total framework of management support. Basic personnel practices like the widespread use of human relations techniques need to be bolstered. It is extremely difficult to find among the public service commissioners and the chief personnel officers anyone who has had any formal training in managing the personnel function. Accordingly these two offices have not assumed much initiative in such matters as providing standards of training in advanced skills. In the system merit and seniority have been coterminous. The seniority list is used as a first consideration for promotion, and civil servants place a great store on it - religiously scanning their list to see that they have not been overstepped in any way.

Rewards provided by the service have not been able to match up to the rapidly growing standards of expectation of life, which the modern day civil servant has to meet. Even if the civil service expected opportunities may not have decreased, rewards available in other sectors of the society have risen immensely in recent times, so the civil service is beginning to feel that the good things of life are rapidly passing them by. The service is consequently unable to compete for the high quality candidates it once obtained without even trying. Today's work permit laws encourage businessmen to hire locals. The existence of the University permits the promising candidate to enhance his employment opportunities and by the same token to reduce the need to work in the service at low levels. The interisland competition for scarce personnel increases the mobility of good personnel outside of local services. Thus with its recruitment policy being not much more than one of hiring those who come at the gate seeking work, the civil service gets the residue.

Thus we see that public personnel management is a field in the Caribbean which is wide open to constructive effort by the interested. Many challenges exist but they should not prove to be beyond solution if a dedicated comprehensive effort is made.

SOME LIMITATIONS OF TRAINING IN DEALING WITH THE PROBLEMS OF PUBLIC ADMINISTRATION IN THE COMMONWEALTH CARIBBEAN

Harold A. Lutchman*

From the writings of such authorities as John Gaus and Fred Riggs we learn that public administration, like so many other disciplines associated with the social sciences, never operates in a vacuum. Rather, its form and content are conditioned or determined by the environment within which it operates. Of course there is no one-way relationship in this matter since the environment may also be influenced by the nature of public administration. These relationships are not always easy to perceive, but are nevertheless real. We would, for example, expect that the mere transplanting of institutions from one environment to another would not be sufficient for equal performance from these institutions. Before conclusions are drawn from such transplantation we would want to know whether there are differences in environmental factors. The degree to which such differences exist may well account for differences in the performance and functions of institutions.

Yet in a sense the problems of public administration in the Commonwealth Caribbean arise mainly from a failure to appreciate some of these facts. We fail to perceive that because the environment in which we operate is different we frequently create rather than solve problems, when we uncritically borrow institutions from the ex-mother country or from other metropolitan countries.

In examining and assigning weights to ecological factors, students of public administration frequently focus on such phenomena as the historical, social, economic, political and even the geographical. Few deny that many of the problems confronting the Caribbean Commonwealth are due in large measure to our historical past. Observers from the more developed countries at times claim that we in this part of the world are too inclined to use colonialism as a "whipping horse". That as an explanation of our problems it is resorted to because it is easy and convenient, and provides an escape from our having to face up to these problems.

Prime Minister Forbes Burnham of Guyana is on record as pointing out the simple truth that it is difficult for one who has not been a colonial, to have a proper appreciation of what it means to be a colonial. In any case, any one would be hard pressed to show that colonialism did not have far-reaching consequences on our lives. According to some recent analyses of Caribbean society, the colonial relationship by no means ended with the achievement of independence. We merely exchanged one form for another, but the substance remains essentially unchanged.

The colonial bureaucracy, and the manner in which it functioned, the position of the various groups in the society and the occupational patterns, were all defined mainly in relation to the important interests. The bulk of the population played little more than a passive role, and a premium was placed on submissiveness, respect and deference to authority. The estate manager, as well as the governor

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and other colonial officials, expected and extracted obedience from the masses. In cases where there was a questioning of this state of affairs, action was usually taken to stamp it out or neutralize its effects. The bureaucracy, contrary to feelings in certain quarters, was by no means altogether insensitive to pressures in the society. Rather, it was responsible to the special interests, frequently serving as little more than their tool.

It is true that since the Second World War the Commonwealth Caribbean has undergone various degrees and stages of constitutional change and development. It is also the case that varying degrees of social and economic changes have been effected. But just a cursory examination would seem to reveal that those changes are merely peripheral and that the substance of the societies remains unchanged. Further, although in certain instances there appear to be changes in structures, in actual operation, these perform functions very similar to those of the old. There are some respects in which the societies have not changed at all, and this refers particularly to the nature of their economies. The achievement of independence has by no means been accompanied by fundamental changes in the economic circumstances which existed during the colonial era.

The problems which we define must of necessity depend on our conceptualization of the society and how the role of government is perceived. For example, if we accept that developments should continue as they now do, we may well conclude that civil servants, and the civil service, need only be concerned, as in classical colonial times, with law and order functions and a modicum of social and economic activity. If, on the other hand, it is contended that government ought to control the commanding heights of the economy, not only by securing shares in the enterprises which dominate the economic life of the region, but by actually participating in the management of those enterprises, then this fact would dictate a different type and style of public administration. Thought would then have to be given to the question of creating the type of personnel and administrative forms which would further these objectives.

During the colonial era, very little thought was given to the question of the appropriateness of the machinery of government designed to service the region, since this matter was a foregone conclusion. It was an accepted code that the colonies were to move in the general direction of achieving the institutions of the mother country and very little regard was paid to the differences in environmental factors in the two sets of circumstances which would, in some cases, have been sufficient to warrant a departure from the British norm. Large or small, the appropriate machinery for each territory was considered that patterned after the mother country. In the view of some observers these institutions were admirably designed to maintain the status quo, and the training provided was devised to ensure this result. The British policy-makers by no means envisaged a situation in which radical changes would have been initiated in the area. Rather, they desired that the emphasis be on evolution rather than revolution, which in essence meant the perpetuation of the main features of the colonial order. Where revolutionary tendencies were encountered attempts were made to suppress them, as indicated by the events of 1953 in the former British Guiana.

It is frequently argued that one of the most important factors making for difficulty in the relationship between ministers and civil servants is the absence of experience in the working of such institutions. Improvements can therefore be effected by appropriate training and with the acquisition of the

requisite experience. Very little regard is paid to the fact that the givens in the two situations (for example, in the United Kingdom and the region) are qualitatively different and as a consequence the answer may well reside not in trying to cure ills that exist, but in devising new systems altogether. In this regard, it is almost taken for granted that the norm which should govern the conduct of the civil service should be that of neutrality. Yet it is possible to argue that within the context of the Commonwealth Caribbean, and particularly in Guyana, a politically neutral civil service is not only not possible, but not desirable. Given the development goals and the dynamic role which has recently been assigned to the modern day bureaucracy, politicians have grown in some quarters to view a politically neutral civil service as an anachronism. They have tended to argue that, given the nature of West Indian society, what is required is a civil service which can interpret and sell government's policies to the populace and help in the actual implementation of such policies. The concept has also been questioned because in most territories Governments, when elected to office, tend to adopt a long-term perspective of power, and do not envisage frequent changes of Governments. Further, the expectations of the populace in many instances tend to negate the principles of a non-political civil service. Party supporters frequently desire, and expect, personal attention from the politicians as a quid pro quo for their support, and therefore make direct to politicians rather than through their professional advisers. On the other hand, politicians, conscious of the desire to please their supporters, are inclined to interfere directly at all levels in the process of administration. Rather than regarding such phenomena as problems to be cured by training, a more useful approach may be, to see them as functional to the society, and accept the fact that, given differences in environmental factors, similar institutions must of necessity function differently.

As examination of the objectives behind the establishment of the Public Service Training Centre in Guyana in July, 1964 would reveal that the Centre was set the following tasks:

(a) Improving efficiency among existing civil service staff:

(b) Training as quickly as possible new recruits entering the service in increasing numbers on account of the premature loss of more senior staff;

(c) Producing well equipped personnel at the senior staff level to meet the exacting demands of a developing territory;

(d) Improving the morale of the civil service.

While it is generally agreed that the training provided by the Centre could, and does, make a contribution to the solution of these problems in the short run, it is argued that in the long run a return to the status quo is to be expected. This results from the fact that in many instances the problem is structural and "macro-economic", and not specific and "micro-economic" in nature. If, for example, problems (b) and (c) are considered, it would be seen that, although the Training Centre did succeed in training a certain number of new recruits, which to some extent made good the loss experienced among senior staff, this is still a problem confronting Guyana. The public sector continues to lose senior staff to the private sector. This is due, among other things, to the higher rates of pay and more attractive conditions of service offered by the latter. Further, the less

bureaucratic operations of private enterprise allow the exercise of greater initiative on the part of persons who generally feel their style cramped by the bureaucratic operations of the public sector with consequent lower morale than that encountered in the private sector.

It is the contention that training personnel cannot combat such problems successfully except on a short-term basis. The disparity in payment and benefits, which operate as a pull on the labour force in the public sector, can only be removed if government is placed in a position to control developments in the private sector. So long as the latter functions almost autonomously, its operations would have certain adverse effects on the former. In the absence of control the situation may well be perpetuated in which the public sector continues to train staff for the private sector.

One of the problem areas which training is designed to combat is that of improving efficiency among public servants. In this regard it should, however, be obvious that efficiency as a concept in public administration cannot be defined separately from the system in which it operates. Even if it is argued that training can in fact make a contribution to the emergence of a more productive public service in terms of an increase in output of work, or a reduction in the relative cost of administration, it would nevertheless seem relevant to pose the question of the interest which the system serves. It may well, for example, be argued that regardless of the productivity of the public service so long as it does not contribute primarily to the well-being of the masses, in addition to other related goals, it can by no means be regarded as efficient. It may then be the case that although training may increase the knowledge and administrative management ability of public servants, the efficiency of the system is nevertheless brought into question because, as in the colonial days, it primarily serves vested interests. It seems reasonable to argue that the question of efficiency must be related to the capacity which the administrative system possesses of meeting the needs of those who possess the power of electing a government to office. If this conclusion is accepted it may then become necessary to link the concept of efficiency with some reorientation of the goals of the society and a restructuring of institutions.

Another very important problem area in public administration in the Comonwealth Caribbean concerns the question of the relationship between government and its servants on the one hand, and the masses of the population on the other. Despite the achievement of constitutional advances and the grant of universal adult suffrage, it is true to say that active and meaningful participation by the population in the processes of government, is kept to a bare minimum. The political and administrative styles of many governments in the region remain essentially as they were during the colonial era. There is still a predominance of authoritarianism with the bulk of the population playing a very passive role. Very often although the forms which exist are essentially democratic, in actual practice, these merely operate as facades obscuring the personal rule of individuals and their lack of responsiveness to the population. In some cases this result is achieved because institutions are not conducive to meaningful participation by the population. Thus, the almost universal phenomena of the under-developed nature of local government, the failure, where local authorities do exist, to hold regular elections, and the tendency towards the concentration of power and control at the centre.

Greater involvement in the processes of government can only be achieved if there are certain structural changes in the society, not only in economic and political, but also in social terms. And in some respects this particular problem has to be tackled at all levels of the society including the family and the educational system. Therefore, although we may train public servants to be more responsive to, and conscious of, the feelings of the populace, it would seem as if effective results can only be achieved if the population is taught to expect this sort of response and to participate in the process of government. In short, more effective and democratic administration can only be achieved in the face of the conditions making for such results.

The above is by no means intended to be an exhaustive list of the administrative problems confronting the Commonwealth Caribbean. Nor are the problems necessarily listed in any order of priority. It is not intended that training along the lines now conducted in many of the public services in the region is useless. The intention is to illustrate that limited results are likely to be achieved unless adequate attention is devoted to the question of defining the functions of the administrative system, diagnosing and understanding the problems which confront the area, and devising solutions in this light. Professor Robert Anderson has argued that public administration in and for the Caribbean must develop and be judged in terms of its contribution to the achievement of genuine autonomy and freedom from externally-applied unilateral controls. In arriving at this conclusion he "assumes that a fundamental goal of all developing (dependent) societies is the achievement of the ability to exercise maximum control over their destinies". These are conclusions which many of us accept without question, though there may be shades of disagreement as to how they should be achieved. It would therefore appear obvious and wise that those who train, and are being trained, be conscious of these facts lest their efforts suffer from lack of proper direction.

Training exercise designed to achieve such goals as administrative efficiency and increased operational knowledge are obviously important, for despite the necessity for a more fundamental definition of the problems, some system nevertheless must be kept going. However, it seems desirable not only that there should be a recognition in the long run of the need to refashion the system, but also an awareness of the connexion between the two problems.

CO-ORDINATION OF PERSONNEL MANAGEMENT AND TRAINING IN THE PUBLIC AND PRIVATE SECTORS

Harold B. Davis*

The objective of this paper is to argue the case for the co-ordination of training activities in the public and private sectors. Let me say that in accepting to speak to the brief, I do not share the implied assumption that training should be divorced from the personnel function. It is suggested at the outset that the development and utilization of human resources is a problem with which all of us in the Caribbean must grapple. Indeed it is not relevant to the Caribbean only, but it is the concern of every nation in the world.

We are, therefore, discussing what is to my mind a very real problem - real in the sense that resources in under-developed territories such as ours are not in abundance. We are suffering not only a fragmentation of resources, but also a serious loss of resources. It is not my purpose to discuss the causes of either. My basic purpose, as I understand my brief, is to suggest and to argue that there is need for greater co-ordination and consequent utilization of the manpower resources in territories such as those represented here at this session.

Those of us who represent the private sector, those of us who have had the privilege of sitting on commissions to make recommendations for the improvement of the administration of the public sector, quickly realize that the administration of the public sector differs somewhat from the administration in large commercial or industrial undertakings in the private sector. This is not to say, however, that management functions within the private sector do not differ, since the duties and responsibilities or authorities of personnel practitioners vary in relation to the structure of their various organizations in the private sector. Nevertheless the principles of management are relatively uniform. The process by which a manager accomplishes results through others can be described as a simple three-step process:

(1) Establish objectives;

(2) Direct the attainment of objectives;

(3) Measure results

but it is the application of these principles which seem to be different.

The personnel function is the hub around which the organization must expand. Certainly the marketing and production functions are important, but I am of the firm view that unless the administration of the men and women - the prime asset if you will - in the organization is satisfactory, then mediocre performance will result. What I would like to see accepted is the concept that the personnel functions are the responsibility of every manager within the establishment, with the specialist backing-up service being given by the personnel department. What I am after, therefore, is a personnel department which is dynamic and executive with clear cut duties, authorities, and responsibilities - not the mere processing of correspondence or dealing with appointments etc. - but definitely a department bringing more specialized knowledge of the functions as a whole, as well as

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introducing new ideas and new techniques as practiced in more developed and sophisticated organizations. I do not criticize the split in the personnel functions in the public service. I plead for understanding of and performance according to the best known practices.

I see the training function as an integral part of the personnel function, and I refer, therefore, to the triumvirate - selection, placement and training - as the cornerstone around which the organization is built. In fact, this is the cornerstone, to my mind, of what I wish to call "the career planning of the organization", and by this I mean much more than what is meant in the current terminology by "management development" or "management succession". (The very use of the word "management" in these terms indicates concern only for managers from our supervisors upwards.) I am concerned with the career planning, if you will, the development as a resource of every person who enters the organization. The philosophy of development does not stop short at management, and the purpose is not simply to nominate successors.

The assignment of individuals to planned future posts enables us to ensure that they may be suitably prepared in advance, and that they will be properly employed continuously. But what staff feel about their present job and possible future assignments has a very direct bearing on the situation. In fact, we should consider the employee's viewpoint and try to understand it before we look at the organization's planning and development operations.

For both employee and employer, this means either consistent work achievement and satisfactory development within an organization, or movement outside in search of either the right job opportunity, or some other form of transfer interests. The man of high calibre, and with his sights set high, is unlikely to accept any work situation in which he feels he may not grow satisfactorily. The effect of his loss on the company's growth potential is unlikely to interest him; his "loyalty" (if that is the right word) will be held only by the prospect of advancement. Whether his post is at the top, middle, or lower levels of the organization will make little or no difference to his outlook.

The employee, looking at his employer, and assessing his own future prospects, is likely to look for a number of general pointers to the company's attitude for signs of scope to develop, and for indications of potential hazards. Some of the factors he may look for are:

(a) Signs of effective staff planning and development;

(b) Signs of an interest in his own case;

(c) Apparent scope for advancement as opposed to blocked paths;

(d) The possibility that jobs of particular interest may become available;

(e) The existence of personality problems;

(f) Whether the company's over-all philosophy of its own growth complements its plans for employee's growth.

The above criteria can only be met by a planned and dynamic programme of career development.

I suggest that the development of concepts like "worker participation", the indications of governments' intention to take over control of more and more of the private sectors, and, as in Guyana, the establishment of the philosophy of the co-operative republic, make it vitally urgent for manpower resources to be developed and prepared for the task which is demanded of the peoples of the territories in which these philosophies have become predominant. You will agree, I am sure, that it makes nonsense of all these philosophies if the trained manpower is not present to take hold of the posts which of necessity must exist. To my mind, therefore, it is pointless to talk of the taking over of an asset and at the same time to hire expatriates to manage it. In the final analysis the country pays more in obvious misunderstanding due to cultural differentials in the learning process, and in the disruptions which are likely to take place.

I think, therefore, that if we are serious we should (a) develop human resources in the territories; and (b) prepare the people to take over the assets or to have meaningful participation in the national development of enterprises. Human resources must be trained in order to cope with the situation, and this certainly calls for long-range planning.

The presence of so many of you from so many Commonwealth territories indicates that there is a functioning training establishment or, at the very least, an awareness of the role of training so far as the public sector is concerned. What is suggested as a necessary task is an examination of the goals and standards set by the various institutions to see where there is duplication or triplication of effort which could be reduced by a planned programme through which all persons destined for positions in the management field or being prepared for upward movement in the organization could be screened and trained. You see, we stress in the private sector that we must operate with the highest degree of profitability. If we are to accept this and it is agreed that government-owned enterprises must operate on a commercial basis, then we must accept that all managers must function as effectively and efficiently as possible.

It is to be stressed that management is a profession and professional managers must be prepared for their role. It is because of the underlying philosophy of this concept that I argue that what is needed in each territory is a central training council whose responsibility it would be to co-ordinate training activities. I suggest that in each Caribbean territory this is the prime necessity. Most organizations have accepted as essential activities the role of training and the personnel functions as a whole. Training has become a vital necessity in the public service. If training is to give to the nation the service which is expected of it, then in my view, it would be the responsibility of such a council or board to co-ordinate and give advice on various aspects of industrial/commercial education. To have this would mean the enactment of legislation which will not only make provision but will ensure that adequate and proper training is given at all levels. It will mean that all levels will contribute to the development of manpower resources in the nation. This calls, therefore, for two things (a) for the establishment of a training council and (b) for a levy to provide the necessary funds. I see arising out of this perhaps (in these days of closer co-operation and integration) a central Caribbean council - a sort of advisory body or a forum for the exchange of ideas in this whole area of manpower development in the Caribbean. Perhaps such a body will act as the catalyst in the thinking and development of peoples and help in cementing the bonds of friendship and understanding among our peoples of the several

territories. I cannot see how we in the Caribbean Commonwealth can continue to fragment our resources.

I am pointing, therefore to the ultimte - a rethinking of Federation, and perhaps I am straying from my brief, but I am doing this deliberately because I see and I plead for serious work in the area in the things which matter most. I plead for serious thinking and positive action for co-ordination of our training activities in the public and private sectors. Should we not, I ask, link the development of the Caribbean Free Trade Area with this concept of human resource development? I think that we must co-ordinate our activities at the national level, as well as at the Caribbean level so as to make the best possible use of the resources which we have in these territories. Co-ordination may even result in the idea of an exchange of personnel between the private and public sectors. I am not aware that we have tried this idea, and I submit there are positive advantages to the development of such a programme. We in Guyana have, I think, made a modest beginning. We have jointly established a Residential Management Training Centre. My fondest dream is that it can become the regional administrative staff college.

But the need for co-ordination does not rest only in the propagation of an idea or a thought. What are the advantages, if any? As I see it, they are as follows:

(a) The elimination of piece-meal planning of training courses;

(b) The sharing of experience, both lectures and participants;

(c) In economic terms this may mean lessening of overseas courses and hence gain to the nation in terms of foreign exchange;

(d) The identification of those individuals who can benefit immensely from overseas training;

(e) In the interest of adult learning, varying teaching methods might have to be adopted;

(f) The development of research in training material which will consequently lead to development of local case material.

No doubt it is possible to identify added advantages. But to me the mere getting together and exchanging of ideas in an attempt to maximize the utilization of our resources justify a positive answer to the need for co-ordination of training in the public and private sectors.

The bulk of our training has had an overseas orientation, and indeed has been done by overseas lectures. I hope that I am clearly understood. I say that these persons and their ideas are of course most welcome. Both the government and industry in all the territories do utilize the services of consultants and advisers. The United Nations Public Administration Division under whose auspices we are now meeting and other bodies have given and continue to give help in several directions, but perhaps the word "direction" is operative, and I think that we should at this point stop and ask ourselves in which direction. I suggest that time is pressing on us to become more and more immediately concerned with the

relevance of the philosophy which we wish to inject into our management conference and training sessions to meet the needs in our respective territories. One would, therefore, perhaps wish to be more introspective and to examine more closely the climate - social, political and industrial - in which we must work and in which proper direction must be given to the management team.

Earlier on I hinted at some of the problems. With higher standards of education we must of necessity concern ourselves with the all-embracing concept of career planning and this calls for some degree of sophistication among personnel practitioners and managers alike. I am not suggesting that the personnel specialist is the most important person in this context, because indeed all managers, line managers or else, are in fact personnel practitioners. It is recognized that with the increasing complexity of the social and industrial scene, we must charge specific individuals with the responsibilities of co-ordinating and administering personnel functions with a high level of expertise.

It should be mentioned that the trades union movement should not be excluded from any consideration in the development of this concept of co-ordination. Nor should the universities be excluded, but I do not argue for the work to be done by the unversities. Managerial functions are necessary in local government, in co-operatives, in every aspect of public administration, and it seems to me that because the principles are the same, that because we are concerned with the development of the nations' prime asset - the people - there is need and urgent need for co-ordination in the public and private sectors of training and development programmes. I plead now for direction, not for a takeover bid. I plead for collaboration, realizing the savings which can accrue to the nation.

In conclusion then, I have stressed the following:

(a) That managarial principles are common in the private and public sectors;

(b) That the decision-making function is an important function;

(c) That personnel management is the hub around which activities in all organizations must centre.

(d) That if we are to develop human resources in our respective countries there must be career planning;

(e) That to develop all individuals for greater productivity in either the public or private sectors is in fact to develop the society;

(f) That there is urgent need, therefore, for the co-ordination of training activities;

(g) To achieve this, there must be established a central training council comprising representatives from both the private and public sectors of the economy financed largely by a national levy from all employers;

(h) That there is a need not only for the co-ordination of training, but for a greater exchange of personnel between the private and public sectors. Such an exchange can result in the development of both sectors.

I have in fact endeavoured to treat the topic in the manner in which I consider necessary, and I hope that I have stimulated your thinking. I hope that perhaps some of the points I have made might bear fruit in the decade of the 1970s.

TRAINING FOR FINANCIAL ADMINISTRATION

Vishnu R. Dean-Maharaj*

An analysis of (a) the findamental nature of financial administration; (b) the interrelationships between personnel at all levels in the finance organization; and (c) the responsiveness of the financial administration system to economic and social changes, provides the training programmer with material to enable him to settle two matters of vital importance to his training efforts: (a) to determine where and when training is needed within the finance organization; and (b) to determine the goals his programmes must achieve. The "where and when" aspects of his planning will depend upon the characteristics of the financial organization with which he is concerned. This task has become complicated, with the expansion and structural changes in our public services in recent times. In spite of these changes, however, the basic feature of the financial administration system has not changed. The emphasis remains on the individual employee. Consequently the over-all obligation of the programmer must be to plan his programme with an aim to fashion the bahaviour and attitudes of the trainees according to the requirements of the financial administration or system; to assist trainees to replace their deficiencies with reliable ccmpetence; to equip them to take on more and higher responsibilities; to make them aware of new developments in principles, techniques and technology; and above all to inspire them to strengthen their individual loyalties to the finance organization.

Finance is the all-pervasive element in administration. It touches everybody and is involved in every decision, whether of policy, or of policy implementation. It is a recognized principle that finance and administration cannot be divorced. Finance is at the centre of all operations of Governments. It is the perennial limiting factor, as its unavailability can result in the curtailment of necessary services. It is the great co-ordinator of all other functions of Governments, and as the limited supply compels decisions on what is less urgent, and therefore what must be given up for what is more urgent. Without an adequate supply, Governments lose their powers over the other resources that are needed, either to maintain existing services, or provide new ones.

The fundamental nature of financial administration is, therefore, that it is everybody's business. If everybody is concerned, then everyone must be oriented in its nature and its scope; its aims and its objectives; its procedures and its processes. This orientation is not an end in itself. The ultimate objective is efficiency in the procurement of funds; prudence in its safe custody and investment, and economy in its use.

It will be consistent with this fundamental nature of financial administration to propose to trainers that training for financial administration should be extended in all directions to touch everybody. This is not an exaggerated statement of the training needs in the field of financial administration. Rather, it puts into sharp focus the scope of the responsibilities to be discharged by the training function. Further, it leaves it to the training programmer to undertake the research that is necessary to assess the training needs of the component sections of the organization. The trainer must employ his own techniques and

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expertise to collect his information, and to put the pieces together into coherent and appropriate programmes for training. As his objective will be to determine the "where and when" aspects of training, a prime consideration will be a close acquaintance with the structure of the entire organization, and particularly the financial administration segments.

There are basic procedural matters which must be the concern of every employee in the governmental organization. Common knowledge of the basic procedures and processes can promote the efficient and harmonious operation of the financial administration system. This in turn can conserve the scarce financial resources and maximize the benefits to be derived from the outward flow of funds. The long-term effects could show up in matters pertaining to the management of the economy. Failure to collect the revenues, or waste and extravagance in government spending, can influence the size of the exchequer. On the other hand, any of these deficiencies can end in tax hikes, or result in the curtailment of expenditures on what might be regarded as necessary programmes for social benefit.

It is difficult to propose to employees, not directly concerned with the operations of the financial administration system, that they too have responsibility for the efficient management of the finances of government. Nevertheless this is a desirable and healthy attitude which must prevail if the large and complex government organization is to function as an economic unit. Money consciousness is not the special privilege of the operatives directly concerned with the financial administration system. This is the obligation and the business of every employee in the public service from the lowest to the highest levels. This is fertile ground for the imaginative training programmer.

Ignorance of the basic procedures produces unfortunate attitudes. Those persons who indulge in procedural improprieties do not care about the damage to the system which they cause by short circuiting the prescribed processes. The malpractice of either seeking favours from, or putting pressures on, the operatives makes the work of the operatives more difficult; more importantly it can contribute towards the decay of systems, which in turn can cause confusion in the performance of duties. This sort of confusion breeds low employee morale, and chronic negative attitudes that can make employees almost untrainable.

The role of the parliamentarian in the financial administration system cannot be completely overlooked in giving consideration to training needs. The supremacy of Parliament is a well known feature of public financial administrations. The prerogative of Parliament over the control of the public purse is a well established fact in our democratic States. Parliament is seen to exercise its powers mainly in relation to the field commonly known as public finance. This is at the level of policy-making. The allocation of the national resources in the budget is the sole privilege of Parliament. The expenditure programmes in relation to the social, economic, and political demands of the particular period for which the plans are made, must be considered, debated, and approved by Parliament. It is Parliament that settles the financing of expenditure programmes, and enunciates the national, social and economic policies by finally determining the proportion of funds to be raised by taxation, or by borrowing, or otherwise.

This role of Parliament establishes a most important relationship between the legislators and the administrative agencies. The members of the public accounts committee of Parliament examine the auditor's reports on the appropriation accounts of the administrative agencies in great detail. They set out to satisfy

themselves that all spending is confined to the limits voted by Parliament, and they look seriously at unauthorized excesses. Failure to collect the approved revenues, and the existence of arrears can always attract their criticisms. The quality of the financial management in terms of wasteful expenditures, disregard for economy, inefficient methods and procedures, are matters which fall within the scope of their review functions.

Can trainers who venture into the field of public financial administration appropriately subscribe to the view that legislators are outside their scope of operations? Should not parliamentarians strive to maintain continuity in their review exercises, and discharge them with a high degree of effectiveness? And, is not this latter question valid from the standpoint that the quality of the review functions can correspondingly influence the efficacy of the operations of the financial administration system? Whether or not training needs exist at the uppermost level of the financial organization is a question to which the trainer must give his very careful consideration.

The organization for the management of the finance function of government is built around the legislators, the minister of finance, the accounting officers, and the director of audit. The effective working of the entire system depends on the maintenance of the relationships, which legally and organizationally bind these key figures together. The improper functioning of any single facet in this system can affect the others, and can give rise to serious problems involving losses of revenues, or wasteful expenditures.

The effective maintenance of these vitally important relationships depends on two factors: proper systems, and trained personnel to operate them. The systems are built around the broad functions of budget-making, budget execution and budgetary control, fiscal controls over expenditures, accounting and financial reporting, and auditing. Within each function there are numerous systems and procedures, techniques and processes, which must be managed on a day-to-day basis. These activities must usually conform with many fundamental and universally accepted principles. The day-to-day execution of these functions call for the framing and issue of a considerable number of instructions, for the processing of detailed matters, and the maintenance of a wide variety of records.

The basic principles to which systems must conform might remain intact for a long time, but the systems themselves must be regarded as living organisms. They are either constantly changing, according to the personnel who are available to operate them, or they must change to match the demands of the changing social and economic conditions. They must therefore be kept constantly under review. Even the more durable principles must be brought under review as techniques change, as electronic and mechanical aids are introduced into systems, and as changes take place in the legal framework.

It is a recognized principle that systems are only as good as the employees who operate them. This point can be taken further by stating that the availability of trained and reliable employees is of superior importance to the mere existence of well-designed systems. The availability of personnel to man the system is a consideration which cannot be ignored completely by the trainer. The expansion of the public services in recent times have shunted away from financial administration personnel who normally would have been assigned to this field. The economic and industrial development that are taking place in our countries and abroad inspire

junior officers to become birds of passage - and what expensive birds they can be. The net result is a glaring lack of continuity in the functioning of administrative units. Trainers can take this cue and try to ascertain the precise problems they give rise to, and in what way the tool of training can be used to save our financial administration system from frequently falling into disrepair.

The development of training for financial administration is not an end in itself. Training as a tool of management must be used to assist the public service to achieve its goals and objectives. Consequently, at this stage of our national development there must be a great deal of soul-searching to enable us precisely to define our philosophy in this area and to identify our goals clearly. We must decide what we want to get out of our financial administration systems. When that question has been answered honestly then the scope and purpose of the training function will be made clear. The alternative will be sporadic spurts of energy which are irrelevant and ineffective, and which offer no real prospects of growth and development.

The ultimate goals of training must be to foster the qualities of mind and attitudes which must be fully developed in the seniors, and which must be capable of transmission by influence and contact to juniors. The goals of training must strive for qualities such as:

(a) Instilling a sense of financial discipline in all employees;

(b) Developing the sense of responsibility for financial management;

(c) Building higher standards of performance, character, and competence;

(d) Training all managers to think finance, to act finance, and to inspire their juniors to follow in this path.

There can be no more forceful impetus to strive for the optimum efficiency in our financial administration functions than what we know to be the certain disastrous consequences of bad financial management. Therein lies the true burden of the training function.

A SYSTEMS APPROACH TO TRAINING

Sidney A. Moignard*

A general systems theory begins with the idea that there is a conceptual framework applicable within various natural and social sciences. A system can be described simply as "a complex of elements in interaction", or, more explicitly, as "an identifiable combination of interdependent elements, united by a common information-flow network, and operating as an organized whole to produce some characteristic effect or end result". A system, by definition, has an input and a series of components linked by an information network, each with its own specific part in the process. The output is the typical product of the system. No system exists in isolation. Many will contain lesser subsystems or may themselves be subsystems of larger and more complex systems.

Two kinds of systems are readily identified - "closed" and "open" systems. Closed systems are usually found in machine complexes. They are set up to respond to a single stimulus, and are shielded from any other stimuli in the environment. An example is the selector system which operated in a telephone exchange, responding digit by digit to the dialed signal to select the line required. Such systems clearly cannot adapt or change the kind or quality of their performance.

The second, and more complex system is the open system typical of biological organisms - cells, plants and animals. Open systems have the capacity to change and develop by interaction with the environment. Our own physical growth and mental development is brought about by countless such subsystems. Each of these units accepts and interprets information from the environment it serves, and so modifies, increases or diminishes outputs to serve requirements for change and development.

It is interesting to note that these open systems which we discover in living things are the prototypes of the forms of social organization. The openness of systems in living things is essential to the health of the organism and its development. If it is closed off from the environment, it can no longer determine from its inputs the nature and extent of the outputs required, and the larger system it serves may become deficient in that requirement for its development. Similarly, organizations such as our own ministries and departments can be seen as systems, made up of many subsystems - the functional divisions of the organizations. The components are joined by an information-flow network. Into this comes information from the outside environment (the wider community) on its requirements and demands. The system is set up to transform this informational input into the policies, decisions and actions which are the expected products (outputs) of the system.

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Observation of such open systems suggests that if the system fails to obtain sufficient information and reliable data from its environment - that is, if it tends to become a closed system - it can no longer reliably determine changing requirements and will, of necessity, continue - as a closed system - to persist in providing the same kind and quality of output Accordingly, the management of our civil services, and of each functional division within them has to be aware of the need to create open systems - to use achievement - not merely the faithful performance of routine and procedure as the measure of efficiency.

If we can visualize the operation of a ministry or department as a system, it is not difficult to see training as a subsystem within the larger administrative framework. Its environment is mainly the organization it serves, and its information inputs are linked with the management network at each functional level. From these sources it obtains information on staff performance requirements. Its output will be expressed in the quality of men trained and the extent to which their performance - in terms of information, skills and attitudes - is equal to the work requirement in the accomplishment of organizational goals. The emphasis in a systems approach to training is on performance.

This concept of systems can help us in the organization of the training process. I think the evidence would show that, as trainers, we have tended tc rely far too much on the instructional modes and techniques used by our own teachers years ago. These do not meet the requirements of in-service training today. Training officers are expected to pioneer developments in their own fields of instruction, to learn more about the training process, and design new procedures to meet the special requirements of training work.

The systems approach requires that we think of the training process as a series of elements or components appropriately linked together by an information network. We have to select a suitable training process; determine its components; set out the sequence for each component in the system and define in detail the function of each component in the process.

A number of training procedures would provide useful examples for systems analysis. I have selected the instructional process itself as being the most important for our examination. The sequence of steps proposed in the literature for setting up a learning system is given as:

(a) Identification of the problem to be met;

(b) Analysis of the problem and determination of the objectives;

(c) Selection of a solution;

(d) Implementation of the solution;

(e) Evaluation of effectiveness;

(f) Adjustment as necessary.

DESIGN OF AN INSTRUCTIONAL SYSTEM

Translated more specifically into our requirements, the significant steps in our design for an instructional system are discussed below. We will take them in turn and analyse each component in the system to determine its function and give it an appropriate place in the informational flow network.

Step 1. Collect job data

For the training officer, the first requirement is to identify the need for training. The process may begin with a situation in which management recognizes a rising cost factor, a fall in quality or the amount of output, excessive waste, or public criticism. The analysis of these problems leads to the identification of work factors which contribute to the problem: (for example, organizational faults, poor maintenance standards or faulty procedure), and the human or personal factors, such as deficiences in individual or group performance due to lack of knowledge or skill, or unsatisfactory attitudes in the work situation.

While the trainer has some responsibility to see that work factors which contribute to the problem are referred for action to specialist staff in those areas, his chief concern is to collect job data on the performance of individuals or groups, so that he can recognize and define weaknesses in work performance.

Step 2. Identify training requirements and entry standards

Against each of these specific problems or instances of deficient performance previously determined, we must now set down the required standard for efficient work. In areas of manual or simple procedural skills, this is not too difficult, but where intellectual skills are involved, the training officer may find that the analysis of current performance must be further refined so that the end requirement in terms of skill can be correctly assessed. An assessment of attitudes may also be involved.

If our learning system is to be effective, we now have to establish the point at which learning can begin. In dealing with an individual, we can determine from his current work performance, the point at which we can begin to build on present knowledge skills, or behaviour patterns, This is usually termed the entry standard.

With a group, the training officer may have to establish an acceptable mean and then provide pre-course exercises or special training to ensure that all members can begin together to learn the new work from a common commencing point.

Step 3. Determine performance (behavioural) objectives

On the basis of the deficiences in performance already defined, and the established standard for efficient performance, the analysis requires that we specify in precise terms what the trainee should be able to do at the end of the instructional process. The need for a particular training course or plan may

be to resolve a problem and the purpose of the training be so stated. For example: "improving the registry service". But this general objective is not to be confused with the specific objective for learning which may be, for example, "To apply rules for the classification of subject matter to departmental correspondence".

In terms of our system model, for every specific instance or problem situation in which the system is to operate, we will need a specific objective. These objectives must be clear and precise.

Gagne has drawn attention to the difference between formulating performance objectives and planning the conditions and sequences to implement those objectives. The next task in the design of a learning system is to determine the learning structure of an objective. In analysing the objectives we look for an answer to the question "What must the trainee be able to do in order to achieve the objective?" To establish this, we require prerequisite capabilities and suitable learning conditions.

To explain the importance of this learning structure and show its working, the following example is given from accounting practice:

A learning structure for balance sheet liquidity[2/]

Problem solving: Will the purchase of a new machine affect the liquidity of my business?

Principles: Liquidity is determined by the excess of current assets over current liabilities.

Concept: Liquidity; current assets; current liabilities.

Multiple discrimination: Current assets; non-current assets, current liabilities, deferred liabilities, proprietorship.

Stimulus-response: Cash, plant, debtors, creditors, stock.

The important point here is the statement of a progression in learning, in which the principles learned are put together from prerequisite concepts while these in turn depend on previously learned multiple-discriminations, chains and stimulus-response connexions. The most serious errors in instruction occur when the existence of this hierarchy remains unrecognized.

1/ Robert M. Gagne, The conditions of learning, 1965, (New York, Holt, Rinehart and Winston, 1965).

2/ From a paper by Prof. M. Balsom, (Monash University Victoria, Australia) at the annual conference of Senior Training Staff, Public Service Board, (sponsor) Canberra, Australia.

Step 4. Constructing tests and selecting testing methods

It is important that in conjunction with the description of objectives, we should state how we will determine the extent to which each individual has reached the performance standards set by the objectives.

An objective tells what level of performance is required, but the test is the objective measure of that performance.

It is necessary when constructing this test to stipulate the required standard in terms of quality (for example, the number of permitted errors), quantity and time. For example: "The trainee is to complete a 20-item multiple-choice list on the functions of the ministry. The requirement is 16 items correctly answered in 10 minutes".

Step 5. Select the appropriate learning strategy

Our analysis has clarified the input and output standards required. The next step is to examine the means by which the instruction can be given most effectively.

New media have emerged in many countries over the last ten years and have changed fundamental relationships between instructors, materials and instruction. Television was the first major development which demonstrated to educators the potential of a medium for total instruction. By analysing and breaking down learning content into specific behaviours, devising the necessary instructional steps to achieve these; by building in procedures for testing and revising each step, it has become possible to provide for quick and efficient learning with a minimum of personal tuition. These new media now must be considered at the course-planning phase. They are no longer devices for assisting lesson presentation, but self-contained subsystems of remotely controlled instruction often covering an entire subject.

The problem to be resolved in classroom instruction is to allocate to each specific problem or identified deficiency with which the system has to deal, the most appropriate learning or teaching strategy to accomplish the task effectively.

As the trainer considers each objective in turn, he should ask "Does the objective require learning of information, intellectual skill, manual skills or human relations skills?" Possible teaching strategies include:

(a) Information - lecture, lesson or programmed learning;

(b) Intellectual skills - problem solving conferences, in-basket exercises, case work;

(c) Human relations skills - case studies, role play, film discussion and similar exercises which involve the group in situations for the exercise of interpersonal skills.

Step 6. Select session content

The objectives prepared in performance terms and in their teaching sequence provide the skeleton for the instructional system. Content will include the detail of subject material, the factual knowledge and the elements of skill essential to effective performance.

The previous step in which objectives were formulated and sequenced will enable the content of the session to be arranged in the best order for learning. Only that material which is necessary to achieve the objective should be included in the content outline.

Step 7. Produce instructional materials

With the preparation of content material and the selection of the instructional strategies, the documentation and aids, handout material, cases and evaluation devices should be prepared.

These should be carefully examined well before instruction begins to ensure that they are correct, and that they appropriately support the instructional plan.

During the conduct of the course, the instruction must be evaluated to ensure that the content, training methdos and aids are consistent with the objectives set. This will include regular observation and testing of the instruction. The primary purpose is to determine the extent to which the system operates as planned, and to which trainee performance meets the objectives set.

Tests constructed earlier to measure the effectiveness of learning at various stages in the instruction, the value of selected teaching strategies, and the quality of instruction should be administered and carefully examined to determine whether objectives have been achieved, and specifically, where the system may require revision. This is an important check point in the system.

Using work sheets

To facilitate the setting out and checking of this systems approach to learning, a work sheet is attached to this paper. The work sheet has headings which correspond with the analytical steps proposed in building an instructional design based on the systems approach. The work sheet provides a useful framework for the division of problems into the essential elements or components required to build a learning system.

The analysis of each step in the process makes clear what the learning path is, and ensures that the training officer can measure the value of his design in terms of the resources he has available. When in operation, the system should be able to demonstrate the measure of teaching success for each objective.

A follow-up of initial instruction is the final evaluation step, and a quality control point of the system. At this stage, the trainer may seek evaluations from the sources which provided original advice on the problem areas to which the instruction has been directed. Personal inquiries or questionnaires may be used to assess performance on the job, and to uncover factors which may inhibit the full transfer of skills learnt on course, so the work situation. The failure of the trainee to transfer skills faithfully learnt in the course to the job situation may not be a fault of the system, but indicates the need for more information on the work environment.

The demand for more knowledge and higher standards of teaching has already outstripped the capacity of conventional teaching structures. New components and media being invented and perfected by modern technology offer suggestions and a challenge to trainers to improve the method and the quality of their instruction.

A SYSTEMS APPROACH TO TRAINING

WORK SHEET FOR ANALYSIS OF INSTRUCTIONAL DESIGN

NOTE: Complete the analysis for one instance, situation or need at a time.

STAFF GROUP:

(Entry Standard) What is the commencing point for instruction?
Should any pre-course training be given to individuals or groups?

1. Collect job data	2. Identify training requirement	3. Determine performance (behavioural) objectives
Specific instances or examples which show problem causes indicating the nature and extent of the problem.	How does the efficient officer perform this duty, in this situation?	From the comparison between columns one and two on this sheet, write at least one behavioural objective for each training need.
Examine files, Reports Statistics etc. Interview senior officers, supervisors and staff. Observe occurrences in the problem area.	What are the appropriate criteria for satisfactory performance? (Compare with column one to decide training requirement)	What level of learning is involved in obtaining this objective for example: Knowledge Comprehension Intellectual abilities and skills Human relations skills (Objectives must later be analysed and sequenced to provide the appropriate learning structure for each).

A SYSTEMS APPROACH TO TRAINING

WORK SHEET FOR ANALYSIS OF INSTRUCTIONAL DESIGN (continued)

4. Constructing performance tests	5. Learning strategy	6. Session content	7. Instructional aids
Taking one item at a time list the tests or devices you will use to ensure that each member of the group has reached the required standard (objective).	Taking one item at a time state here what type of instructional activity is likely to be effective for this objective. "Mediated" or "non-mediated" instruction?	Briefly state the main heads of content to be covered. Check its relevance to objectives and the tests set.	What aids, handouts, case studies and evaluation devices are required?

STRATEGIES APPLIED TO THE PROCESS OF ADMINISTRATIVE REFORM

Keith J. Robertson*

My purpose in dealing with my assigned topic is to attempt to demonstrate what might be achieved through a fully integrated system of personnel administration and how such a system can be used to assist and promote administrative reform.

I am sure you will all agree that the human resource is a prime asset of any organization and certainly no less of any Government. Whereas many assets do depreciate with time and use, the human asset can and simply must appreciate. This, of course, is part and parcel of manpower planning, training and development. At any rate the system that we call personnel administration is the mechanism that can be looked to to provide leadership; and its importance as a prime agent in the process of change cannot be overemphasized. Surely the system that recruits and selects, rewards and develops, disciplines and protects the work force deserves every attention. In the drive train of national objectives, goals and ambitions, the personnel system cannot be merely an idle wheel which responds only when thrown into gear and sometimes all too slowly. It must be a responsive, forward-looking system which is geared continuously to a central mechanism that produces development plans for government as a whole.

I want to develop my topic in this way. First, I want to review very briefly the organization of the personnel function in the Caribbean sphere and try to highlight the role established for the civil service commissions by the framers of the Constitution. I will suggest to you that it is a negative or if you wish a "thou shalt not" kind of system. Secondly, I would like to try to highlight some of the criticisms of the Fulton Committee as they relate to the structures of the service and the role of personnel administration. In addition, I want to say a few things about the subject of accountable management which was an important topic of the Fulton report. And finally, I want to illustrate how a personnel system might be organized within the constraints I will mention, and how the role of the public service commission might be altered without affecting its basic constitutional mission. There is, I think, a clear need for fully integrated personnel systems and I believe it is possible to achieve this. Job evaluation is also reaching this area and I want to try to demonstrate the impact of this process particularly on the British influence systems. I feel job evaluation will have quite an impact and I hope it will be introduced by more and more of the States in the area.

First then, to deal with the organization of the personnel function in the Caribbean and more particularly the role of the public service commissions. The background papers prepared for you deal with this matter and much of my material is from them. I have, however, studied closely the research documents noted in your bibliography and I commend it to you all for careful review. That your personnel systems are currently fragmented is a matter of record and, I hope, of concern. In all cases the public service commission has sole responsibility for the vital elements of recruiting and selection, discipline, promotion, transfers and related

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matters. Elsewhere within the Governments, usually attached to the treasury, are found the other elements of the personnel system - wage and salary administration, training, establishment control, rules and conditions of service etc.

The common feature then to all Caribbean States is the establishment within the constitution of independent public service commissions. The principal purpose is to ensure that the careers of public servants "be as far as possible secured from political and other partisanship". A report of the 1950-1951 British Guiana Constitution Commission stated "a democratic form of Government cannot be satisfied unless both the judiciary and the civil service function independently of the Legislature". I cannot comment on that, not having been here long enough to examine the situation, yet I would question the statement to some degree. Certainly it strikes me as a mighty strong statement but it is not for me to take issue with it.

It seems quite clear that the public service commission as it has evolved from the colonial system to its role in an independent nation is a valued and firmly established institution. I get this from the bibliography mentioned earlier but also the report on public personnel administration in Guyana. I do not, however, concede that it preserves the merit system as we know it, although I believe that civil servants require an avenue of appeal against arbitrariness on the part of their superiors. The merit system, in my view, will not be fully realized without much more sophistication in recruitment and selection; I will say a bit about them as we go. What disturbs me is that the roles and the goals of the new nations have changed so drastically and completely that the present approach used in such vital areas of recruitment and selection fall far short of what is really needed.

The Guyana Graphic recently carried a front page headline about the brain drain and its effect on the development plan that is being promoted there. The writer went on to say that there was a need for much more training of professional staff in the public service area, a greater appreciation of the value of highly trained human resources, an awareness of the consequence of under-utilization of expensively trained people. It also mentioned that some people were leaving because their services were not being effectively and fully utilized.

The background paper made it clear that in spite of its lack of responsiveness, the basic mission of the public service commission needs to be preserved. However, it also makes this point; I would like to quote from it:

> "Nowhere does one find, as in American writings on civil service commissions, any extensive discussions which indicate the influence of scientific management theories; there is no view expressed that a Public Service Commission in the Caribbean, like its model in London, makes small pretence of scientific administration; objectives were limited to ensuring that candidates met minimal educational standards, to preserving the Public Service from the politicians, and looking after particular cases by applying and extending this elaborate personnel jurisprudence which has developed in the Colonial Secretariat. It was largely, in fact, a system of civil service protectionism."

The report concluded by noting that we need to reconcile the constitutional functions of the public service commission with the need to develop the efficiency of the civil service, the emphasis being now as much on performance as on integrity. Surely in terms of the real manpower needs of developing nations the negative approach currently taken in areas of recruitment and selection needs to be looked at very carefully.

As for the other elements of the personnel system, there is some variation as to where they are located within the administration of the several States of this region. In Guyana, of course, there is a Public Service Ministry which was created following a report from United Nations experts back in 1966. In other States such functions as wage and salary administration, rules and conditions of service, employee relations, benefit administration etc., will be found usually within the treasury. Training in some of the States is attached to the Ministry of Education, some departments have their own training organizations and of course in others the training function is attached to a personnel department.

Government activities have indeed developed from their earlier control and regulatory functions and this is particularly true of developing countries where independence and nationhood have suddenly required new infrastructures and new responsibilities. Governments today need to develop import/export policies, define national objectives of vital consequence and develop operational systems that will secure these objectives. There has been unfortunately a proliferation of paragovernment enterprises which all too often have had to develop in that way, simply because they cannot seem to exist within our traditional government structures; they need more freedom to manoeuvre and the fact that they have hived-off" and exist outside the context of government is an indication of the degree to which the inherited British system is not meeting modern day needs.

The Fulton report notes that "the modern civil service must be able to handle the social, economic, scientific and technical problems of our time in an international setting and this is certainly no less so in the case of developing countries". Fulton makes the case that the structures and practices of the civil service have not kept up with the changing tasks and that these defects can really all be attributed to this. Said Fulton, "the service is in need of fundamental change". The report then goes on to cite certain inadequacies in the efficient discharge of the present and foreseeable responsibilities of government. I want to cover these very briefly with you.

First he says the service is still essentially based on the philosophy of the amateur generalist or all-rounder. This is particularly true of the administrative class which holds the dominant position in the service. The ideal administrator is still too often seen as the gifted layman who, moving quickly from job to job, can take a practical view of any problem irrespective of its subject matter. The management consultancy group which advised the Fulton Commission illustrated that this concept has had most damaging consequences. The report is particularly critical of the body it refers to as the "cult of the generalists".

Secondly, the present system of classes seriously impedes its work: with all too few exceptions, a civil servant once recruited into a class is restricted in terms of the jobs in which he may be employed and of course his opportunities for promotion. The Chairman of the Public Service Commission in Guyana was telling us recently the practice used to be that you were born in Inland Revenue and you died in Inland Revenue. Of as serious a consequence in the Commission's view is that the rigid and prolific compartmentalism creates cumbersome organizational forms, seriously hampers the adaption of new tasks, prevents the best use of individual talent, causes frustration and resentment and also impedes the entry of competent personnel into wider management. In Fulton's view many scientists, engineers and other specialist classes get neither full responsibility with corresponding authority nor the opportunities they ought to have. Too often they are organized into separate hierarchies while the fiscal and financial aspects of their work are

reserved for parallel groups of generalist administrators. Professionals are asking for a bigger piece of the action, the chance to run programmes and projects in the fuller sense - in the policy sense, the financial and fiscal sense and the traditional sense. There is an interesting monograph entitled "The ministerial system at work" in your biblography by Dr. Bacchus in which he makes the point that the situation for the professional in Guyana has in fact deteriorated from what it formerly was under the colonial régime. In pre-independence days, the chief professional officer particularly had a much stronger role in policy and programme execution than is the case now.

The final point is that the Fulton report criticizes personnel administration very seriously for a lack of manpower planning, too little encouragement of personal initiative, a lack of objectivity in measuring performance, and too much emphasis on seniority. These are problems which we all have in our systems in the best of times. The blame for a lot of this is levelled at the poor old treasury which for all too many years has been an authority-centred system as some refer to it.

In framing their recommendations the Fulton Commission was influenced by what was found in other civil services where the constraints of the British system are not present. Naturally the Commission did make recommendations to cure the ills described. Among their major objectives, the first is that the structure should enable all civil servants, whatever their background, skill or discipline to make their full contribution to the work of government; in particular, scientific and other specialist staff should be able to bring their professional training and outlook to bear effectively on today's major problems of policy-making and management. This means an open road to the top of the service for all kinds of talent.

The second objective is that the structure should promote the effective management of the work and especially the organization of mixed teams in the growing areas of work in which solutions to problems need the partnership of different skills and disciplines. Effective management calls for the clear allocation of responsibility and chains of command designed to meet the needs of the job at hand. It also requires a structure flexible enough to accommodate future changes in the work and the combination of skills needed from time to time.

The principle of management by objectives is strongly advanced in the Fulton report. In the words of the Commission,

> "it should be normal practice everywhere for heads of branches to agree with their supervisors and subordinates on the tasks assigned, relative priorities and dates for completion and regularly to review progress. Individuals at all levels should know what they are responsible for and what authority they have."

I am sure we will all agree that our present structures make responsibilities much too diffuse and increase the ability to pass the buck and I think we should all remember also, as one writer has put it, that "participation in planning is much better than consent to a plan".

I would like to move on to the next area and that is to try and indicate that even within the constraints of the existing system it might be possible to attain some measure of improvement in personnel administration. First, why should personnel administration be integrated? Why is it not quite adequate to have one entity such as the public service commissions handle some of the elements and

another entity such as the treasury or civil service ministry handle the other elements? I think I can best answer this by two very brief quotations from the Burgess and Hunn report on Guyana. They said, "personnel administration is one and indivisible because it deals with the homogenous group of single purpose subjects". Elsewhere in the same report they said "as a managerial responsibility, personnel administration is a single entity and its parts are interrelated" (the views of Fulton are much the same). The Fulton report recommended that for Britain the personnel functions formerly undertaken by the Public Service Commission in the traditional sense and those of the Treasury be integrated into a single Ministry of Civil Service. Accordingly the Public Service Commission has ceased to exist as a separate entity. This of course is not advocated for Guyana and the Caribbean States at this time although it could and likely should become a fact in good time. Public service commissions are still needed in this area. So also is integration.

I hope that to some degree I can supply an approach which might achieve a useful result or at least set the stage for serious thinking about the matter of integration. First, I do believe that all of the elements of personnel which are not the preserve of the public service commission should be drawn together. This could be as in the Guyana model where a Ministry of Civil Service has been created, it could be a separate office or entity reporting to the Prime Minister or it could remain in the treasury but distinctly separated from other treasury activities. If the status of the entity is less than that of a ministry then its chief officer should have status equivalent to that of an accountant general or permanent secretary. This is, I think, of prime importance. Having then achieved two organizations in the general field of personnel administration - one obviously the public service commission, the other an entity to develop the means to effect good communication, co-ordination and co-operation - the real goal in my view should be total integration and if this is to be achieved then it becomes essential to define the role of each organization in an integrated system.

The model I am suggesting seeks to define these roles and goals and in effect it:

(a) Assigns to the public service commission the role of general oversight particularly of policy in the area of its legitimate interest - inspection and control. In fact, this would require a comprehensive and specific code of delegation spelling out the parameters of such delegation;

(b) Assigns to the other entity, perhaps a division of treasury or a public service ministry, the operational role in all areas of the function including recruitment and selection subject of course to the code of delegation passed on to it by the public service commission.

Dr. Collins stated in his background papers on the question of the appointment of the public service commissioners:

> "They are expected to be liberal-minded persons of unimpeachable integrity and on their shoulders rests responsibility for the quality and, to a great extent, the morale of the public service. No requirement was made, however, that its members should be experienced in personnel management."

In fact, considering all the qualifications such persons must bring to their office, it would be difficult indeed to include the requirement for specific knowledge of personnel administration and management generally.

I refer you now to the model which seeks to illustrate the functional components of a minimal personnel system and how these would be operative through the roles I suggest for the public service commission, and the public service ministry or personnel division wherever it may be, or whatever it is called. Please note the personnel management committee which needs to be emphasized as the real catalyst. Look at more open systems rather than strive for efficiency and perfection within the closed system.

A voice I find refreshing is that of Dr. Warren Bennis, late of Massachusetts Institute of Technology and now Head of the Faculty of Social Science and Administration, State University of New York at Buffalo. In a recent article, he had some interesting things to say. He noted that each age develops an organizational form appropriate to its genius. Currently, the dominant form of the bureaucracy is the formal, pyramidal, hierarchical kind of organization. It is characterized by power at the top and rules and norms to take into account every contingency. According to Bennis, this hierarchical organization is obsolete now and will be almost totally ineffective in the next decade or less. The increasingly dynamic nature of our society means - among other things - that we must learn to cope with ambiguity. Furthermore, it is going to be difficult to arrange social systems to take into account all contingencies. Bureaucracy as we know it simply would not work.

What kind of organization will be effective? Bennis visualizes one characterized by a galaxy of projects or what some call temporary systems - a group of people, professionals, tackling large-scale problems where skills from a diverse group of specialists are needed. Such groups would come together, concentrate, solve the problem, dissolve and regroup in a continually changing kaleidoscope of project assignments. Clearly our present structures and supporting practices would never permit this. Departments as we now understand them, he says, are much too parochial to take into account the problems now facing us. In examining the role of senior management, Bennis believes it is absolutely quaint to think the man in charge can know everything there is to know about in his organization. What he must know is how to manage a large-scale complex system. He has to have a very good idea about the social and economic system in which he operates and he has to be able to correlate the various parts. The successful manager of the future is going to acquire his power from the proper use of information, the knowledge of where to get it, how to collect it, how to store it and then how to use it and direct it to the right and relevant sources.

In concluding this paper I should state that I have drawn heavily on the recommendations of the Fulton report. This has been deliberate because the report offers remedies for the ills within the systems you all know well and may be understandably comfortable with. My hope is that developing countries, whose systems are derived from the older British model, will hurdle the difficulties of their mentor without themselves passing through the many stages of hard experience only to reach the same ultimate conclusion as spelled out so clearly by Fulton.

ANNEXES

Annex I

SYNDICATE GUIDELINES FOR TRAINING COURSES

The guidelines in the following pages are the work of syndicate groups of participants in the Pilot Training Officers Development Course. Accordingly, the guidelines represent a synthesis of views on crucial areas for attention in a comprehensive staff development programme and span the highest to the lowest rungs of the administrative hierarchy.

Properly the guidelines should be seen and judged as the outcome of an exercise in which the main benefits accrued to the participants themselves. Over and above this, however, it is hoped that these syndicate efforts will contribute to staff development programming and implementation far beyond the Commonwealth Caribbean area.

A. Training programme for top management in the government service of Caribbean Countries

1. The need

It is incumbent on the Governments in the Commonwealth Caribbean today to use all available means to stimulate their economies, alleviate unemployment and promote social well being. It is therefore a matter of concern to the bureaucracy that many developmental schemes in the public sector lag in completion, fail to be implemented, or achieve generally limited success. Experiences of this nature indicate the need for a reappraisal of the system of management of the human resource available to ensure the optimum contribution to the desired economic and social development.

The civil service in the Caribbean has a colonial heritage of undue concern and preoccupation with clerical routine. There is a hesitancy to make decisions, a marked conservatism in exploring new channels, a lack of definite policy, and an absence of initiative in finding solutions to new problems. All this results from the fact that in the past these areas of administrative responsibility were not under the purview of native officials.

Changes in political status have forced new roles on top-level civil servants - in particular the role of adviser to a minister of government. The new function of advising a minister requires skills in planning, organization and decision making in which civil servants have never had any significant practice or experience. The difficulties are compounded by the intimacy of relationships within a small society which give rise to a tendency towards subjectivity in the performance of duties. The growth in the size and complexity of government, advances in technology and changes in the values of society have increased the

pressures for better standards of performance. Greatly improved communications have brought Governments closer together, and this interrelationship requires a disciplined and scientific approach to intergovernmental issues.

The loss of staff to the private sector deprives Governments of skilled personnel. Many leave the service not only to take advantage of greater salary and other incentive benefits but also to be freed of cumbersome bureaucratic structures which retard expeditious achievement and consequently minimize self-fulfilment in the work situation. There are instances in which top management cannot readjust departmental procedures and routine to allow for stimulating experiences within the department. Instead, it follows doggedly in the footsteps of predecessors and for the staff work becomes a cycle of drudgery.

The faults and weaknesses, as stated, are in no way intended as a condemnation. Customs and traditions are self perpetuating and are difficult to relinquish. The observations are intended to afford a better appreciation of some of the reasons for limited successes in an age which demands the quick attainment of goals. Officials at top management levels must therefore adjust their attitudes and behaviour and equip themselves to perform the tasks equal to the requirements of the progressive world.

2. The nature of the programme

This programme is based on the assumption that the top management functions are the responsibility of permanent secretaries, heads of department, chief technical officers and the most senior levels of governmental officials. Another assumption is that the effectiveness of top management in the areas of leadership, planning, and control have an important bearing on the way in which ministerial plans are executed.

The goal of the programme therefore is to provide a greater familiarity with the tools and skills of management to enable participants to perform more effectively in their positions as heads of ministries or departments, or to qualify them for the assumption of such posts. The programme attempts to achieve this goal by helping participants develop the skills and knowledge required to:

(a) Be aware of, and utilize management theory in order to be able to work effectively as top managers;

(b) Identify the importance of management training for subordinates;

(c) Interpret the policy of government in terms of ministerial and departmental objectives;

(d) Plan, organize, and co-ordinate the work of ministries or departments;

(e) Analyse, and influence personnel policies and interpersonal relationships in the functioning of their ministries or departments.

3. Programme benefits

Management is the art of directing human activities in such a way as to achieve the greatest possible measure of conformity with the objectives of the

organization. It is concerned with such matters as foresight, planning, communication, organization, delegation and control, getting things done, and deciding how to get things done. The possible benefits of training top management are listed below.

(a) The facilitation of new directions in the formulation of public policies and programmes designed to meet the specifically indicated needs of the society;

(b) The effective execution of existing governmental policies and programmes;

(c) The development of skills directly related to the execution of the managerial functions;

(d) Improvement in the area of interpersonal relationship resulting in increased motivation, better communication, esprit de corps and productivity.

4. Strategies

Consultation within the administration in order to ensure maximum co-operation by the officers comprising top management in the service is required. The purposes of the proposed training programme should be communicated to the Prime Minister (the minister normally responsible for the civil service affairs) and to the head of the civil service with a view to enlisting their full co-operation and support for the programme. In these discussions, opportunity should be taken to indicate clearly the benefits which are likely to accrue to various ministries and departments, and, where necessary, to detail appropriate solutions to potential problems.

The resources of established teaching institutions involved in the promotion of progressive management practices in public and business administration should be tapped to draw on the cumulative experience and knowledge of these institutions in the field of administrative management training. Valuable assistance might also be obtained in terms of training and other aids from private and international institutions.

5. Advance preparation

The effectiveness of training at top management levels can be enhanced by the involvement of prospective participants in pre-course planning activities. As pre-course preparation, managers may be usefully engaged in exercises designed to indicate areas of needs within their immediate work situation and within the organization as a whole. A summary of their own thinking regarding solutions for these problems, and reflections of their own ideas in terms of desirable changes within the organizational machinery may provide valuable material for group discussions.

Another possible form of advance preparation is the distribution of pre-course reading materials well ahead of the commencement of the programme.

6. The training process

The status of the top management group requires that methods of training should be such as to gain their acceptance and support and retain their status. Any method which jeopardizes their position in the eyes of the rest of the staff will very likely be rejected.

Lectures. Although the lecture method is not highly rated as an effective means of promoting change because of the passive role that participants play, it is useful as a quick medium for directing attention to the gaps or short-comings in knowledge or skills. In the interest of acceptance the lectures could best be given by some well recognized individual in the particular field. After the idea of training is accepted by the group it may be possible to use lecturers without popular recognition but with competence in their particular fields.

Problem-solving method. This method requires participants to analyse problems based upon facts presented, state the present features of performance, cite alternative solutions and decide on courses of action they perceive as leading to the best solution to the problems. In the exercise of this method their own prestige rating remains high and they are seen as fulfilling a role compatible with their duties. It develops skills in decision-making and problem-solving. The participants may be asked to approach the problems as individuals or in syndicates.

The seminar. The seminar method allows for the mutual exchange of knowledge and experience and as such is well suited for top-level managers. Each member is expected to make an oral or written contribution which usually requires research on the subject and consequent reporting. This, together with subsequent discussion of the material presented, can prove an effective method of training.

Panel discussions. Panel discussions direct prepared and structured thought to a topic of interest and stimulates the attention of members of the group to the diverse views held on the topic. Although active participation is limited to a small portion of the group, others learn by listening and questioning the validity of the discourse. The panelists gain knowledge and skill from both the preparation and presentation of the topic.

Case study. The case study method is another way in which managers may be involved in analysing problems - particularly human relations problems. Research on the problem and consensus on its treatment provide a means of developing skills in treatment.

Audio-visual aids. Overhead projectors and the use of films, although regarded as aids, can be used as methods of providing particular knowledge or experiences that contribute to learning. Permanent secretaries and heads of departments need to see themselves in action and to listen to themselves. The closed circuit video-tape can be used effectively as a medium of self-analysis.

All the methods and techniques named, when appropriately applied and skilfully manipulated, should prove effective in developing new behaviour patterns.

7. Programme design

The main consideration in a course of this nature is to create an opportunity for mature, responsible persons with relatively limited time at their disposal to participate fully and beneficially in a productive learning experience which is relevant to their functions within the organization. Very broadly, the intention is to design a programme outline which would enable managers to relate the relevance of the functions of the organization to the broad social and economic goals it is designed to accomplish, and, which would also enable them to make such adjustments and modifications as necessary to ensure efficient progress towards those goals. To achieve this end, emphasis should be placed on the areas listed below.

(a) Principles of organization, emphasizing:

(i) Planning;

(ii) Policy formulation and implementation;

(iii) Decision-making;

(iv) Delegation and decentralization;

(v) Communication and co-ordination;

(vi) Personnel and human relations with special reference to motivation;

(b) Group dynamics - conference methods, interviewing etc.;

(c) Action research - methods and uses;

(d) Management by objectives;

(e) Administrative law - the legal context of administrative action;

(f) Evaluation.

8. Training schedule

In order to achieve the training objective it would be necessary for the proposed conference to run on a full-time basis over a period of at least three to five days, preferably on a residential basis. Because of the limited amount of time which senior officials in small services can be spared from their jobs, it is necessary to limit the duration of the course to two weeks.

9. Expected outcome

Generally each participant will demonstrate that he is acquainted with the goals of operation for his ministry.

In particular, participants can be expected to demonstrate ability in:

(a) Planning the objectives of his department in accordance with the stated policy of the Government;

(b) Organizing the department in the way that is best calculated to facilitate the planned objectives;

(c) Determining the amount and grading of the staff and arranging for the development of appropriate personnel policies;

(d) Guiding and supervising subordinates;

(e) Controlling the operations of the department in order to achieve the planned objectives.

B. Training of administrative cadets

1. The need

In several Caribbean States administrative cadets are appointed from among young university graduates (in their mid-twenties) in a variety of academic disciplines such as economics, public administration, sociology, law and languages. In many instances the cadet has had little or not work experience in the public service. Even where he does possess experience it is usually in routine clerical duties performed in a subordinate position, which bears rather limited relevance to the responsibilities of administration for which he must be prepared.

It is necessary therefore that the cadet be exposed to a programme of formal training quite apart from the practical on-the-job training which constitutes most of his two to three year cadetship. Such a programme should familiarize the cadet with the context within which the public service operates, the extent to which the service may act as both an instrument and an agent of change in the society, the nature of public administration, some of the policies and programmes of government, the required skills, and the desirable attitudes.

Except in Jamaica, there has been an absence of comprehensive programmes and this omission has been continuously lamented both by the administrations and by cadets themselves.

2. Statement of objectives

In summary, the objectives of the programme contemplated in this prospectus are:

(a) To assist participants in understanding the social context within which the public service functions and in developing appreciation for the need for sensitivity and responsiveness to social change and for innovation in public service management;

(b) To provide participants with an understanding of the nature of public administration and of the authority relationships of the various institutions engaged in the administration of the state parliament, cabinet, judiciary etc.;

(c) To make available to participants a working knowledge of the principles and practices of government financial and personnel administration and to create an awareness of the need for high standards of efficiency, cost consciousness, and the place of economy in public administration;

(d) To focus attention on the human aspects of administration and to introduce participants to essential social skills;

(e) To enlighten participants on conditions of service and career prospects.

3. Course content

The programme should have as its point of departure a broad orientation based on a consideration and an understanding of the social and sociological factors affecting the character of public administration. (In the case of Caribbean States, attention should be given to both the individual State and the regional community.)

From such orientation, a close look should then be taken at the process of public administration as an instrument for achieving national objectives. The organization and function of the public service should be examined; lectures and discussions should cover both the theoretical and the practical. Both academics and practising administrators should be involved as tutors in this exercise.

An analysis of current administrative processes might then be undertaken and such aspects as financial administration, personnel administration and supply management could be examined in some detail, with specific reference to existing policy as reflected in prevailing regulations.

This might be followed by a consideration of the end result of administration and the achievement of objectives at minimum cost. Participants should be encouraged to develop a personal philosophy to broaden their approach to administration.

An examination of the skills required of an administrator (including an introduction to the social skills) might be attempted, and some attention should be directed to giving an insight into career prospects open to the cadet.

4. Possible benefits

The exposure of administrative cadets to such a programme should provide the service with a number of properly oriented, well-informed junior administrators who will eventually move to the upper echelons of the administrative hierarchy - a new generation of public officers who should bring to the practice of public administration all the resources of their academic specialties, together with a sense of commitment to the achievement of state and regional goals.

5. Strategies

Steps to involve the protagonists - the administrative cadets themselves - is a vital consideration of the strategy for implementation.

The materials indicated above should be circulated to tutors, administrators and cadets inviting their comment and their suggestions for improvement. Advance circulation of the objectives and of the proposed course content should be followed by actual consultation with the persons concerned to seek their opinions. This process of consultation would involve all three parties to such an extent that they would help the training division push the programme. Pre-course reading material should also be circulated to the cadets and guidance notes to the tutors; these notes should comprise an outline of the areas of focus, the outcomes expected etc.

An important point to be made early in consultation is that this programme cannot claim to be all-embracing. The day-to-day departmental procedure must be learnt by the cadet in the office to which he is attached under the guidance of the supervisor or some other senior officer. Each head of department should also be made aware that he will be asked to submit a short report on the cadet's work while in his department. Those cadets who envisage making their career in the service should in due course be given an opportunity for further training in administration and personnel management at some teaching institution. Both the cadet and the supervisor should be encouraged to consider the long-term view of training, therefore, and not only this preliminary effort at introduction and orientation.

All those concerned must clearly understand from the start that the whole cadetship is a period of training of which this particular programme is but a small part. Other aspects of the cadet's training must be carried out during attachment to various departments, and finally in a full-time diploma or degree training programme in public administration.

Consultation before the programme is initiated would do much, not only to involve the participants, but also to clarify in all minds the purpose of the cadetship and the need to make it an effective period of preparation for higher responsibility.

6. Expected outcomes

Careful planning and implementation of this programme would ensure the outcomes listed below.

(a) The administrative cadet will reveal a deeper understanding of the part played by the civil service as an organization in society;

(b) He will better understand how the government works and be able to relate his own work to the whole, and government to the region;

(c) He will be better aware of the supervisory skills which he must strive to attain, and which, with further training and experience, he will be helped to achieve;

(d) He will better appreciate the need for good personal relationship in his department and healthy relations with the public;

(e) He will be better prepared to seek a philosophy which will guide him in the exercise of that higher responsibility for which he is being groomed, and by which he will maintain high standards of efficiency and principles.

7. Training materials

For a course of this kind, the chief training materials will take the form of reading material: the following is a typical selection.

The Constitution

CARIFTA Agreement

Civil service orders

Finance and store rules

Development plan

Budget speeches

Handouts of tutorial papers and case studies.

8. Report and evaluation

It was observed earlier that the head of department would be asked to write a short report on the work of the cadet in his department. It would also be necessary to ask the tutors to write an evaluation of the work of each cadet as they saw it during this programme of training. In addition it would also be necessary for the cadet himself to evaluate the course against what he feels to be his needs.

It would be the duty of the training officer to make a general report and evaluation on the course to the public service commission; such a report should contain recommendations on the future career prospects of outstanding cadets as they emerge, not only from the course, but later, from their performance in the various departments.

This report and evaluation is important. The cadet is being prepared for the highest levels of the civil service. Accordingly, extreme care should be taken in evaluative reporting which should form a basis for selecting participants for future courses. Cadets can be helped by their permanent secretaries to apply what they learnt on the course if the permanent secretary himself is kept informed of the substance of the training course.

C. Training programme for supervisory personnel

1. The need for supervisory training

Political changes which have taken place in the Caribbean Commonwealth within the last decade have, in most cases, placed the responsibility for the setting and achieving of societal objectives in the hands of the Governments themselves. As these objectives increase in volume and complexity, there is increasing recognition of the necessity to apply modern techniques of management to achieve them. The application of these techniques involves delegation of responsibility by top management to persons at the intermediate and lower levels of the organization. The supervisor is therefore required more and more to participate in the management process.

The supervisor represents the essential link between top management and the workers. He is in face-to-face contact with the workers and has the responsibility of ensuring that the policies, plans and procedures laid down by top management are achieved efficiently. This means, among other things, that he must be knowledgeable about the structure and administration of the organization, he must be thoroughly skilled in the personnel aspect of his work, and he must know, and be able to instruct workers in the jobs to be performed in his section.

There is a great shortage of supervisors who possess the knowledge and skills to perform these crucial tasks effectively; consequently, goals are not always met, and a great deal of wastage occurs. If supervisors are to be efficient, they must be formally trained.

2. Objective of the training programme

The goal of the proposed programme is to develop in each country a group of properly trained supervisors who are capable of giving management the kind of support necessary for the running of an efficient organization.

3. Training strategy

The full support and co-operation of permanent secretaries, heads of departments, and the supervisors themselves are required for proper development and implementation of the programme. The programme should also be carefully designed so as to maintain interest and maximize learning. With this in mind, the planning strategy outlined below might be appropriately employed.

1. Gain acceptance of the programme from permanent secretaries and heads of departments by emphasizing the important role of supervisors in policy implementation, and by explaining the broad aspects of the proposed programme;

2. Consult with persons at the managerial level to:

(a) Identify the problems of supervisory performance and establish the particular training needs;

(b) Determine the number of supervisors to be trained;

(c) Determine the type and duration of the course;

(d) Obtain agreement on follow-up activity;

3. Have discussions with the supervisors, so as to:

(a) Allow them to state what they consider to be the problem confronting them in their work;

(b) Stimulate their interest and co-operation in solving their problems.

4. Possible benefits

The possible benefits to be derived from a carefully designed programme of supervisory training are:

(a) The elimination or minimizing of the wastage of resources which at present accrues from inadequate performance of persons operating at this level;

(b) The development of skills among supervisors in order to equip them for higher managerial duties, thereby giving top management more time to deal with more important duties;

(c) The prevention of the failure of relevant, well-planned, essential schemes for national development because of incompetence in the implementation of those schemes.

5. Expected outcomes

Stated in broad terms, the expected outcome of this programme of training is that on completion each participant - both in general performance and conduct - should display a good working knowledge of his department and ministry as a whole and have the requisite knowledge and skill to make a beneficial contribution in his own area of work. Stated in specific terms, each participant should be better able to:

(a) Maintain proper reports and office records;

(b) Standardize methods for routine jobs;

(c) Prepare and maintain office manuals;

(d) Arrange group work effectively and achieve a fair distribution of work;

(e) Appreciate the need to be cost conscious and take into account the question of control of costs and expenditure;

(f) Assess training needs of staff and provide the necessary instruction;

(g) Maintain consistency in decisions but exhibit flexibility in meeting emergencies;

(h) Appreciate factors affecting staff development and motivation;

(i) Effectively maintain team spirit, encourage initiative and inventiveness in his staff, and motivate staff to higher levels of performance;

(j) Maintain discipline - and reprimand effectively when necessary - while enjoying at all times the respect of his group;

(k) Maintain good human relations with staff at all levels in the organization and with the public which the organization serves.

6. Training methods

Training activities should be conducted in small groups working on problems directly related to those faced in specific job situation.

Role playing, group discussion and syndicate work under the guidance of a training officer, are useful methods of ensuring full participation and could be employed with great effectiveness in this programme. Lectures and case studies would afford considerable scope for dealing with problems of organizational structure, communication, decision-making, problem-solving, worker motivation and public relations. Practical exercise should be conducted in work planning, the preparation of manuals for job instruction, human relations and interviewing. Field trips and inspection tours should be arranged where appropriate.

7. Training materials

Tutorial papers prepared on substantive issues in the administration of the State would constitute a valuable source of training material. Lecturers should be asked to deliver their papers and lead discussions on them at appropriate times during the programme.

A selection of appropriate readings should be sent to participants as advance preparation. This material should be used by participants during the training session. Readings should cover the civil service, principles of management and human relations.

The learning process would be enhanced considerably by the availability for use of teaching aids such as chalk boards, tape-recorders and projectors for slides and filmstrips. Careful selection of film strips is necessary to ensure relevance to the Caribbean social setting.

The training materials are only useful and effective to the extent that they focus upon skills and knowledge essential to supervisors when they resume their regular duties.

8. Implementation

In the implementation of the programme the following considerations are pertinent:

When. It would be advisable to consult with the heads of ministries and departments to determine what arrangements for attendance at the course would least affect the normal operations. For example, should the trainees come together for two to three weeks of continuous training? Should they be released one day per week for X weeks? Should they be released for two or three mornings per week for Y weeks?

Is there a particular time of year best suited for the course? How long the course should last would be influenced partly by the content of the course, and partly by the number and the availability of the staff to be trained. Perhaps it would be advisable for courses for top management to be undertaken before courses for supervisors.

Where. As far as possible, courses should be held at established centres, or at places which are centrally located and easily accessible to course participants. Such places should be free from noise or distraction and possess basic facilities for the use of aids and for the comfort of trainees.

How. Success in launching the programme depends to a great measure on the following considerations:

(a) The course should be designed to make the best use of available lecturers, instructors, equipment and aids, and should stimulate interest and maximize learning;

(b) A schedule should be prepared detailing the behavioural objectives, the sessions to be devoted to the achievement of each of these objectives and the tests to be applied to assess whether or not the objectives have been achieved;

(c) Lecturers, instructors, session leaders and other course personnel should be selected and should meet prior to the opening of the course to ensure that everyone knows the objectives and is quite clear as to how his own activities fit into the general scheme;

(d) Course participants should be supplied with pre-course literature well in advance. This should be accompanied by simple assignments designed to ensure that the literature is read, and to give each participant an exercise in setting out his views on the shortcomings of his section of the department;

(e) A detailed time-table should be prepared, setting out the schedule of sessions and activities and the names of session leaders and lecturers.

9. Evaluation

Evaluation is most effective if carried out over a period of time. The aspects and nature of evaluation to which attention should be paid are indicated below.

Evaluation can be done during the training, by observing participant performance and interest in the course. A fair index of effectiveness is the readiness of participants to bring in real problems that are important to them with expectation of getting help in their solution. A related form of evaluation is careful observation of any change in interest and enthusiasm for the course.

Reports from participants and other observers are a helpful source of evaluative materials. Participants may be asked to complete questionnaires at the end of the training period indicating their views and opinions on their acquisition of new knowledge.

Another important form of evaluation would be observations during the follow-up as to whether trainees are utilizing acquired skills and knowledge on the job. In support of this, the performance of the junior clerks under their supervision should be observed. Questions which may be asked are: how long does it take a new employee to know his job? Has the work output in his section increased? A post-training meeting with trainees could be arranged for a review of progress. Discreet comparisons can be made between trained and untrained personnel regarding productivity and co-operation in their work units and among their subordinates. A system should be developed for receiving periodic reports from the various departmental heads on the performance of supervisors who have been trained.

D. Training in public relations at junior levels

1. The need

Complaints and dissatisfactions over the quality of civil servant/client relationships are expressed from time to time by members of the public as well as by the press and radio. Heads of departments and others in authority have also found it necessary to make observations deploring the poor state of public relations.

There is evidence which suggests that civil service personnel, especially in the junior grades, do not possess the ability to relate with the public particularly at interpersonal levels. The root of the cause seems to lie in the fact that very often public officers who come into direct contact with the public do not have the knowledge and techniques which are requisites in face-to-face encounter with the clientele of the organizational unit.

2. Nature of the programme

It is acknowledged that public relations operates in several fields and at different levels within any one organization. However, in keeping with the need to change some basic attitudes of public officers and to ensure that members of the public receive efficient and courteous service, this programme is designed especially to focus the attention of officers whose duties place them in daily contact with the public on techniques for handling various situations arising at counters, on the telephone, in field-work, and in the course of correspondence.

The training programme is geared to stimulate continuous interest throughout its duration and participants will be afforded opportunities for active participation in observational visits, discussions and demonstration exercises.

3. Possible benefits

The goal is to create favourable public attitudes towards the department or ministry and to project a fair public image of the organization.

For the individual officer, public relations is resolved into a matter of the impression - good or bad - which he makes on the organization's clientele. Because good manners do not in isolation constitute good public relations, and because courtesy must be backed by efficiency, the intended benefit here is to help the participant better appreciate the need for unfailing courtesy, prompt service, the display of evidence of a genuine desire to assist the client, and to recognize an obligation to give accurate helpful information.

More specifically, participants in this programme of training should be better able to practise public relations skills required at various points of contact, to conduct effective interviews and, as a result of their improved understanding of human relations, generally improve the over-all quality of their service to the public.

4. Strategies

On the acceptance of the programme by the authority who is charged with the responsibility for training, the full support and co-operation of all heads of ministries, departments, public corporations and large private enterprises should be sought. Exploratory meetings and interviews with these various bodies should result in the collection of relevant data for use during the training to be conducted.

Of importance too is the need to seek advice and guidance from sources outside the public service. The information services of leading commercial enterprises could be particularly helpful not only in the formulation of the detail content of the training programme, but also in providing expertise at training sessions.

The press should be kept informed at the planning stages and should be furnished with news releases on the programme objectives. The co-operation of the public at large should also be sought.

5. Expected outcomes

Participants should improve their ability to listen and show sincere interest in callers and their inquiries. They should become adequately informed of policies and procedures and be aware of matters which are of general importance to the public. Consequently they will be able to provide information needed by the public with respect to everyday operational activities of government. They will be able to conduct routine interviews with members of the public properly. They will be able to recognize the customs, habits and behavioural patterns of various peoples of the country and so increase their ability to the problems of those groups efficiently. Generally, it is expected that participants will inculate proper attitudes towards the public and gain the high regard and goodwill of the public. Participants should also acquire a degree of confidence in themselves and their ability to relate to the public.

6. Training methods and training materials

One of the main techniques of instruction which could be used in this programme is role playing. The normal surroundings of some points of contact between public officers and their clients lend themselves to easy simulation in the classroom. Examples are reception rooms, office counters and cashiers windows. Another appropriate training method is the observational visit to public places such as general hospitals where civil servants deal with a public clientele under conditions of stress and anxiety. The purpose here would be to give trainees the opportunity to observe the reactions of the public and the staff to each other and to gain an insight into various culture patterns.

Demonstratons could be given in the completion of forms for the public and in the use of the telephone. These should be combined with role playing exercises in interviewing techniques.

The use of films and filmstrips offers many possibilities and related discussion serves to stimulate and maintain participation and to ensure a cross-fertilization of ideas. Simple case studies should be introduced for discussion in syndicate groups as a problem solving device.

Instructional talks in particular areas of human psychology and human behaviour tailored to the participants' educational background and directly related to the subject area being covered make a valuable contribution to the learning process.

For the purpose of the role playing exercise the training room ideally should be equipped with connected telephones and appropriate furnishings to simulate the actual office environments. Similarly, for demonstration exercises, actual office equipment should be provided for use. A slide projector and cine-projector are valuable training aids for a programme of this type. For information training sessions, flip charts, an overhead projector, epidiascope, blackboard, and related handouts are helpful training aids.

7. Implementation

In seeking to implement this programme, consideration should be given to areas of urgent and pressing needs. Priorities should be systematically determined by action research and expressions of public opinion. The public must be made aware of particular areas where training programmes are being implemented in order to aid the evaluation process. Sustaining public interest in the programme through the local wireless, as well as through arrangements for visits by a minister of government or other important personalities - possibly at the opening and closing sessions - could help to make the results of the programme manifest as quickly as possible.

8. Report (evaluation)

A simple pre-test based on information participants ought to possess as a prerequisite to serving the public should be given before the commencment of the training programme in order to determine the participants' existing knowledge and understanding of their role in relation to the clientele of the organizational unit. A similar test can be given at the conclusion of formal training sessions in order to measure improvement.

It is recognized, however, that the true test of training lies in the ability of the participants to perform more efficiently the duties assigned to them. Therefore, periodic evaluation of the participants' performance on the job should be carried out by talking with supervisors and by unobtrusive observation by the trainer himself in order to determine the effectiveness of the training. Finally attempts should be made to test the success of the training programme through expressions of opinion from "the man in the street" by devoting some attention to the percentage decline in public complaints levelled at the department and by the general level of morale of the department.

E. Induction training course

Induction may be defined as "the process of bridging the gap between the previous experience and knowledge of the newcomer and the requirements of the new organization so that he may become an effective working unit as quickly as

possible". 1/ This definition is extremely wide and embraces the introduction of all entrants, at whatever grade and in whichever specialty, to the work situation. This is admitted, but for the purpose of this exercise we are limiting our scope to the clerical and junior technical entrants to the public service.

1. The need

Recent moves towards economic diversification and the resultant growth of certain sectors - notably tourism, construction and commerce, including banking - have caused a competition in some States for the services of some categories of workers. The better salaries offered by private enterprise, together with an increasing desire for higher education have combined to cause substantial losses in the civil service, particularly of clerical and junior technical officers. In some of the islands the civil service has not been able to attract the "better type" school leaver and consequently there is a relatively low productivity for staff recruited into these grades. In addition, the need for a training programme of this type arises from the increasing complexity of government operations - largely the effect of constitutional and national development and the volume of rules and regulations governing the action of public officers. The new entrant is lost without proper induction. A report of a recent commission which investigated the public service of one of the States made this comment:

> "The immediate need, however, is to provide staff with some degree of competency in the skills required at all levels of the Service, and some acquaintance with and acceptance of the norms of conduct expected of public servants; and for this reason we think that for the next few years a great deal of emphasis will need to be placed on training, particularly at the recruiting stage". 2/

The attitude and low productivity of the new entrants into public services have given rise to a high degree of public dissatisfaction and government concern. Senior officers have to review and to correct work improperly submitted, or at times, have to perform tedious clerical duties themselves because of the inefficiency of junior staff. This hinders senior officers in carrying out their own functions. This situation has worsened in recent years and has caused frustration and even the resignation of some senior staff members. While training is needed in the higher echelons of the service, the training of officers in the lower ranks is now urgent as the latter are more numerous and more in need of training than the senior officers.

2. Nature and content of the programmes

The aim of this programme is to provide induction training at a most important stage of the officers' careers in the service; that is, within six months of entry. Specific objectives of the first stage induction training are:

(a) To acquaint new entrants with the essential features of the civil service;

1/ "A training officers' handbook", prepared by Training Division, Ministry of Finance and Planning (Jamaica June 1970) (Mimeo.), Appendix A.

2/ "Report of the Commission on the structure, organization and staffing and the salaries and conditions of service of the Public Service of Antigua" (April, 1969, mimeo.) (Pusinelli report) p. 145.

(b) To develop proper attitudes, knowledge and relevant skills among public officers;

(c) To engender a familiarity with, and proficiency in, the interpretation and application of standing rules, regulations, instructions and operating procedures of the civil service;

(d) To enhance the competence of officers in general office operations;

(e) To develop an appreciation of the operational programme of various ministries.

3. Expected training outcomes

The participants are expected to acquire a knowledge of administrative procedures, of the structure of the organization, the day-to-day function and the rules and regulations governing the operations of the public service. They should be equipped to begin making a critical assessment of their own ideas, attitudes and methods of work.

4. Training methods and materials

The following training methods are recommended to assist trainers in the presentation of new and somewhat technical information, and to help trainees assimilate the information.

Lectures and discussions. This method is suitable for use by resource personnel who have the competence to offer information on some aspect of the function of government, or on some concept of the organization not easily understood by inexperienced young people.

Observational tours. These expose participants to the various offices and sections of departments previously dealt with in the lectures and demonstrations. Descriptive handbooks or leaflets about the offices should be made available.

Practical demonstration and simulation. As some aspects of the clerical operation require specific knowledge and a high degree of accuracy, true-to-life situations and actual office equipment and materials should be used for demonstration and practice.

Case studies. This method should be used in training participants who have already had some months of experience in the service and are acquainted with the common problems encountered by a clerical officer. The materials used in case studies should be specially prepared from local situations and events.

Teaching apparatus. In addition to the materials already mentioned, the following teaching aids may be needed:

(a) Chalk board, chalk;

(b) News print, china graph pencil;

(c) Office organization charts;

(d) Handbooks, copies of regulations and rules;

(e) Tape recorder:

(f) Official forms, records cards, ledgers.

5. Strategies

It is essential that the support and co-operation of senior administrators in the public service be obtained. The vital considerations which should contribute to the achievement of the objectives of this programme are described below.

Advance consultation with relevant heads of departments is vital in order to convey the possible benefits to be expected from participation of new entrants, and to obtain releases to allow new entrants to attend the training course. Every attempt must be made to involve heads of departments in the training programme either by soliciting suggestions from them regarding the content of the programme, or by selecting some of them to talk to the trainees about relevant subjects in which they are competent. This requires personal interviews with senior administrators.

Also important to the success of the programme is the preparation and distribution of study materials for assimilation by participants prior to the commencement of the programme. Some working relationship must be established with the recruiting agency or the public service commission which has the responsibility for the career development of public servants. It is important that some definite and rational recruiting policy be worked out with particular emphasis being placed on timing to allow for adequate induction training, placement (taking into account recruits' aptitude), and periodical assessment.

It would be highly advantageous to meet with prospective trainees before the commencement of the course to give the trainers - among other things - an opportunity to familiarize themselves of any special problems regarding the group or individuals in the group, to outline any pre-course assignments and preparations which may be found necessary, and to recommend reading materials.

It is also necessary to attempt to motivate trainees by indicating the benefits to be derived from this type of training programme. It is essential that they be able to relate the benefits to their own individual careers in the service.

In order to achieve the training objective it would be necessary for the programme to be run over a period of perhaps two weeks on a daily schedule of three hours, preferably in the morning.

6. Model schedule of content

The following is a model schedule of content for officers within six months after entry:

(a) Formal opening;

(b) Discussion of programme;

(c) The civil service as a career, and learning in the civil service;

(d) The organization and structure of the civil service;

(e) The role of the public service commission;

(f) Features of parliamentary government;

(g) The composition and role of the judiciary;

(h) Civil service rules and regulations;

(i) Relations with members of the public and with colleagues.

Annex II

LIST OF EXPERTS

Robert Abramson	Course director
Neely D. Gardner	Consultant
Urias Forbes	Tutor in public administration, department of government, University of the West Indies, Leeward Islands
C.A.P. St. Hill	Tutor in public administration, department of government, University of the West Indies, Windward Islands
Joseph Rajbansee	Lecturer in government, University of the West Indies, Mona, Jamaica
Archibald W. Singham	Senior lecturer in government, University of the West Indies, Mona, Jamaica
William Eric Armstrong	Deputy director, Institute of Social and Economic Research, University of the West Indies, Cave Hill, Barbados
Leslie P. Cummings	Lecturer in geography, University of Guyana
Harold Lutchman	Lecturer in government, University of Guyana
Sidney Moignard	Senior adviser on training, Jamaica
Keith J. Robertson	Senior personnel administration adviser, Guyana
Arne Rubin	Public administration adviser on organization and methods, Trinidad
Philip Sherlock	Secretary-general, Association of Caribbean Universities and Research Institutes
William G. Demas	Secretary-general, Commonwealth Caribbean Regional Secretariat (CARIFTA)
George Chambers	Minister of State for Finance, Planning and Development and National Security, Trinidad and Tobago
Oswald Stroud	Deputy chairman, Public Service Commission, Trinidad and Tobago
Dodridge Alleyne	Permanent secretary to the Prime Minister and Head of Civil Service
Vishnu R. Dean-Maharaj	Controller of Accounts Department, Ministry of Finance, Trinidad and Tobago
Harold B. Davis	Personnel director, Booker Sugar Estates, Guyana
George Boxill	Management consultant, G.B. Management Systems Ltd., Trinidad and Tobago

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